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ABSTRACT

This long-range plan for higher education in New Mexico is designed as a guide for decision making rather than a plan for individual colleges. Introductory sections explain the development of the plan; planning principles and assumptions; conclusions about economic development, demography, and education in New Mexico; goals and priorities; and a vision for the future of higher education in the state. The bulk of the report consists of 32 policy statements. The first set focuses on the development of the higher education system, including statements on institutional role and mission, 2-year postsecondary education, 2-year college role and mission, comprehensive institutional planning, consortia, and interstate compacts. The second group of policies deal with the quality of education in New Mexico, including statements on a statewide accountability program, state-level program review, accreditation, faculty quality and renewal, endowed faculty chairs, technology transfer, adequate and equitable funding, a system development fund, the use of research overhead, capital outlay, and athletics. The next set of policies offers guidelines for improving the relationships between public schools and higher education, including statements on linkages between higher education and public schools, student preparation for college, the education of teachers, early savings for college, and the New Mexico Educational Research Foundation. Policies on improving the participation of minorities in higher education are presented next, including statements on financial incentives for improved participation; professional shortages; linking costs, tuition, and financial aid; developmental education; diversification of the delivery of education; and statewide course articulation. Finally, policies are presented on the role of the Commission on Higher Education. Data tables and charts are provided throughout the report. (JMC)

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PLANNING FOR THE CLASS OF 2005: A VISION FOR THE FUTURE

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JC 890 551

The Strategic Plan for Higher Education in New Mexico

New Mexico Commission On Higher Education

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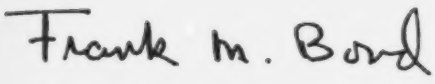

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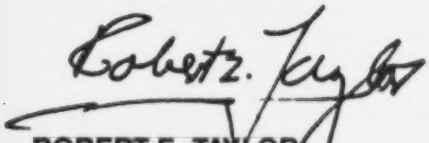

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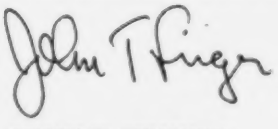

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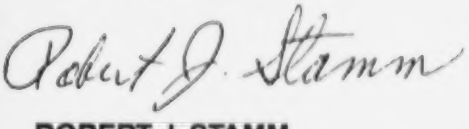

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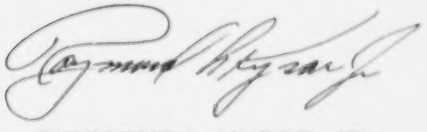

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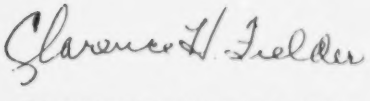

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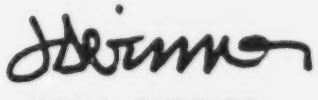

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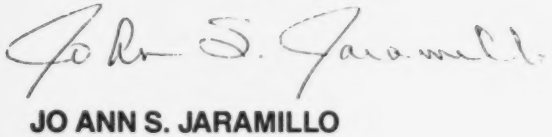

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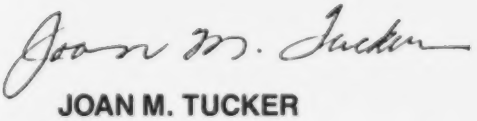

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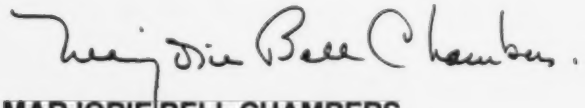

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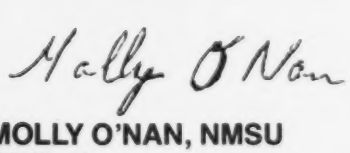

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PREFACE

In this centennial year of higher education in New Mexico, we find ourselves at a crossroads. The institutions find themselves playing a more prominent role in every aspect of our society. Our four-year and two-year institutions will continue to educate our young people for future employment and for self-fulfillment. However, the current challenges are to meet the needs of a changing New Mexico where traditional minorities will become the majority population and where most citizens will need retraining several times during their lives to take advantage of new employment opportunities.

New Mexico higher education is a large and complex enterprise. Past leaders were visionary in realizing its fundamental importance to our success by making available postsecondary education in virtually every part of the state. Obviously, there can be improvement in efficiency and quality in the delivery of higher education. Without vision, scrutiny, redirection and change, higher education will stagnate.

The Commission on Higher Education presents with pride "Planning for the Class of 2005: A Vision for the Future." This is a strategic plan in which the institutions are viewed as the fundamental parts of the New Mexico higher education system. It is a guide for the Commission's future decisions; it is not a plan to govern the institutions. Each university and two-year college has its own mission, perspective, and culture guided by its own governing board. Our strategic plan is not cast in stone, but flexible, realistic and easily modified in light of new data, needs, and accomplishments to reflect a changing environment.

The Commission needs the assistance of the institutions, including the faculties, to prepare an implementation plan with an accompanying budget to coordinate this strategic plan. By this means implementation of the strategies will be manageable and predictable for the institutions, regents and governing boards, the Legislature, and future Governors.

This is the entire Commission's strategic plan. We do, however, want to acknowledge especially the tremendous contribution of the Commission's Planning Committee throughout the process. The members are Dr. Robert E. Taylor, Chairman, Mr. Herbert Fernandez, Dr. Marjorie Bell Chambers, Dr. Buck Wilson, and Ms. Molly O'Nan. The staff support was fundamental to the completion of the plan. We thank especially Mr. Dewayne Matthews, Executive Director, Dr. Rosalie A. Bindel, and Dr. Frank F. Carrasco.

By consensus on most parts of this strategy, New Mexico can commit to our children, who begin kindergarten this fall, that they will receive the best education the state can deliver. If quality is the single standard by which we measure higher education, then the Class of 2005, to whom we dedicate this strategic plan, will be prepared to lead New Mexico and our nation in the twenty-first century.

SEPTEMBER 1988

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SAN ANTONIO

INTRODUCTION

PREPARING FOR THE CLASS OF 2005

In September of 1988, twenty-three thousand New Mexico five-year-olds will begin their first day of kindergarten. Their parents and loved ones will see them off with a bit of trepidation, but the children will wear smiles of anticipation and will all be full of dreams and high hopes for the future.

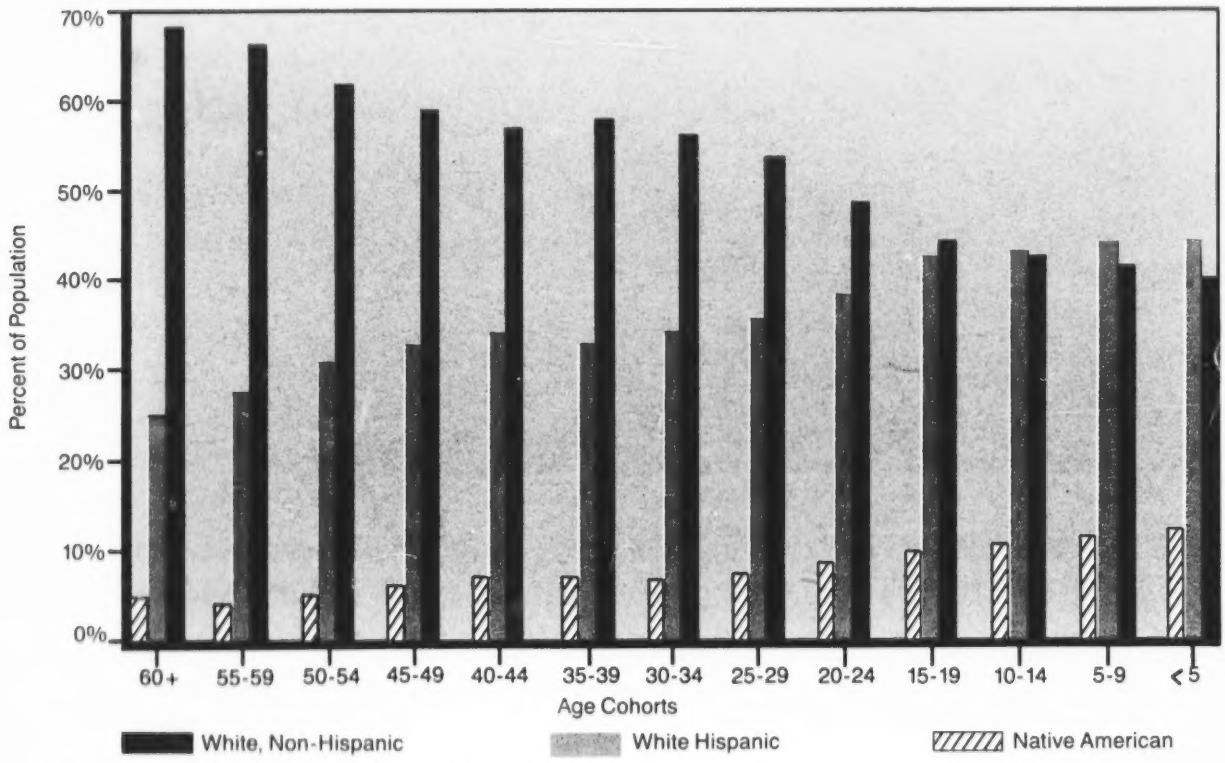
These children will progress through the public education system of New Mexico from first grade through high school. Many will go on to higher education in New Mexico's colleges and universities with the same hopes, dreams, and expectations they began with years before. The first of these children will graduate from college in the year 2005. For this reason, the New Mexico Commission on Higher Education has chosen the year 2005 as the target for its planning efforts for New Mexico's higher education system.

The year 2005 seems far in the future until we consider how quickly children grow and how quickly New Mexico's future will be determined. 2005 is no farther in the future than today was in 1971. In planning for the year 2005, it is impossible to anticipate every change which will occur in the state or to predict with certainty what New Mexico's higher education system will or should be like. However, there is one important fact which we can predict with certainty. We know the students in the Class of 2005, because those children are already in our public schools. To understand the demographics of the Class of 2005, we need look only as far as the nearest kindergarten classroom. The Class of 2005 is all around us in communities both large and small. Who are these children, and what kind of a future do they face?

We already know much about the Class of 2005. As graph 1 shows, many of them are members of minority groups. Many are growing up in poverty. We know that there are intense pressures on many of their families, pressures which are reflected in the lives of the children. We also know that when these students graduate from college, they will be a smaller percentage of our total population than in the past. In the year 2005 there will be unprecedented numbers of retirees and older citizens in our state. They will depend on the children who are now in our kindergarten classes to lead the nation, to drive the economy, pay the taxes, hold the jobs, and support the social security system. As a result, there will be intense pressures on these children to be successful and to contribute to society.

Graph 1

New Mexico Population by Ethnicity and Age, 1980



Source: 1980 Census, Bureau of Census

INTRODUCTION

THE FUTURE OF NEW MEXICO'S ECONOMY

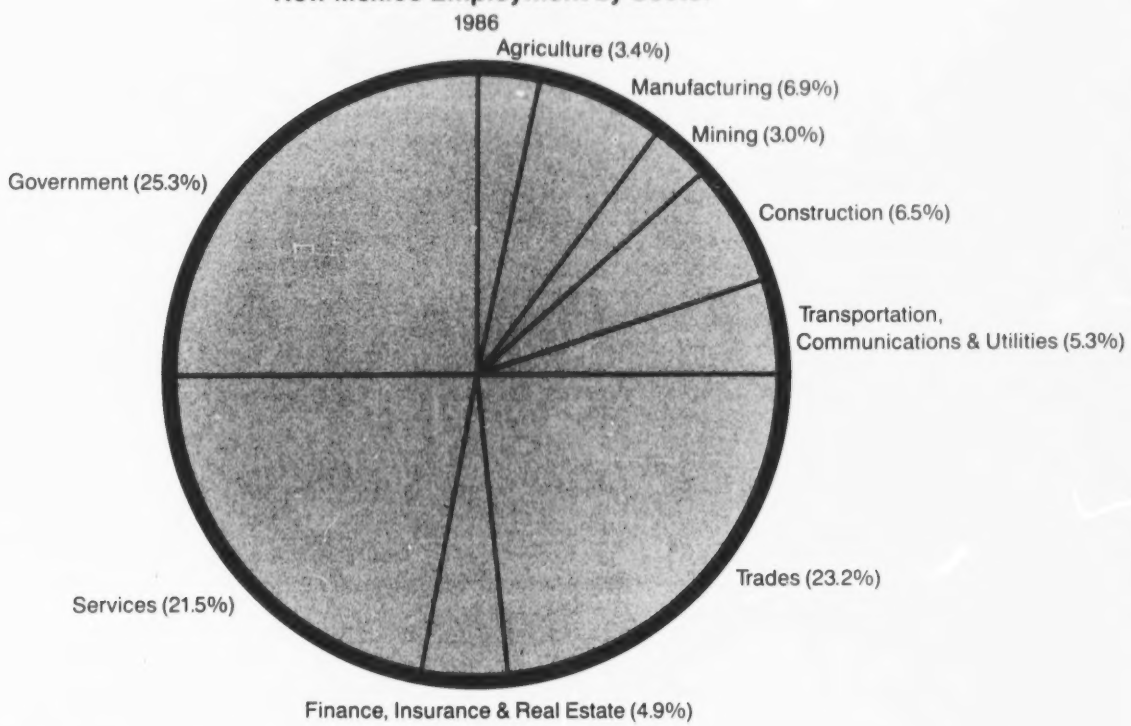
In order for us to have the future for New Mexico citizens that we want, we must provide for the economic development of our state. In the past, economic development occurred independently of the actions of states. In the future, economic development will not occur except as a result of concerted and consistent actions, particularly by the educational system.

What is the economic status of New Mexico? New Mexico ranks 44th in per capita income. Rather than improving, our situation is growing worse. New Mexico lost three places in the ranking of per capita income in the last year. New Mexico is seeing its traditional industries weaken and in some cases disappear. The extractive industries and agriculture, the traditional cornerstones of New Mexico's economy, have been hit hardest. While some of these industries will recover at least temporarily, many will not. The Los Alamos, Albuquerque, Las Cruces corridor has seen substantial economic growth in recent years. However, most of that growth has been concentrated in sectors of the economy related to government employment, particularly in projects related to national defense. Since the federal government already directly or indirectly supports 40 percent of New Mexico's jobs, this further concentration is reason for worry. While government employment will probably not collapse in the way many of the extractive industries have, growth of the type seen in recent years is very unlikely and significant contraction is a possibility. All New Mexicans are concerned about the quality of life in our state, but without jobs the quality of life will be poor indeed.

Graph 2 shows New Mexico's concentration of employment in a limited number of employment sectors. As the graph shows, government is New Mexico's largest single employment sector. Because of this concentration, New Mexico's greatest priority should be the immediate diversification of the state's economy through the creation of quality private sector jobs. New Mexico's overwhelming reliance on government employment must come to an end. New Mexico must develop a diversified economy which will provide for sustained economic growth independent of reversals in limited sectors of the economy. If New Mexico is to improve its quality of life, it must increase its per capita income significantly.

Graph 2

New Mexico Employment by Sector



Source: U.S. Department of Labor, Monthly Labor Review, Nov., 1987;
NM Department of Labor, Employment Security Division, 1988

INTRODUCTION

THE ROLE OF HIGHER EDUCATION

How can we create the kind of economy that New Mexico will need, and particularly, how can we create new private sector jobs? Much research has shown that education, and especially higher education, does make a difference in creating economic development. The role of higher education in assuring the state's future economic health and vitality through economic development is clear. The higher education system must assist in the development of new industries to employ New Mexicans. It must provide support to companies now in New Mexico to allow them to expand their operations. Higher education must be a significant attraction for companies considering relocation or expansion of plants in our state. New Mexico must create a climate in which the higher education system works closely with the state's private sector to guarantee the state's economic vitality.

The reality of the present is that, while there are pockets of strong cooperation between the private sector and its higher education system, these pockets are notable by their rarity. Symbiotic relationships between private industry and the higher education system are uncommon. New Mexico must develop a system of technology transfer to guarantee the maximum utilization of research done at its colleges, universities, and national laboratories for new industrial growth and development. We need strong training programs which will assure prospective employers that their needs for a highly skilled and trained workforce can be met promptly. New Mexico needs large numbers of new entrepreneurs who are trained and willing to take the risks of developing new companies and even new industries in the state.

Now and in the future, New Mexicans will hold jobs which require high levels of skills and education. More of our jobs are in technology-related sectors which will require the processing and handling of information and data. As a result, we know that to be successful in the economy of the future, our children today will need a higher level of skills and knowledge than any children before.

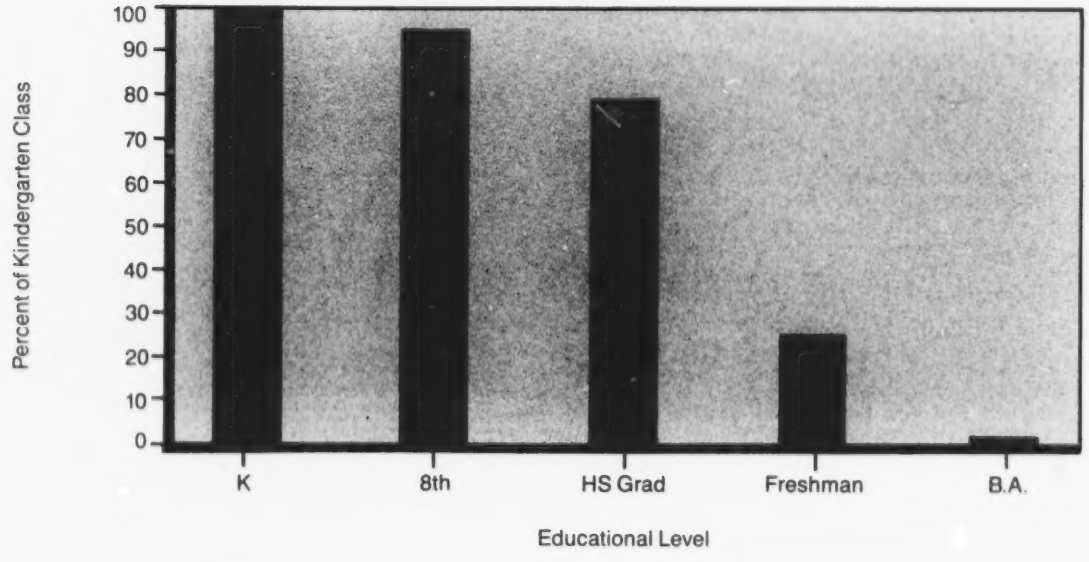
Graph 3 shows, however, that the current levels of educational attainment of New Mexicans will not be sufficient for the future. Out of every 100 kindergarten students, four will drop out of school before the ninth grade, based on national statistics. Twenty-eight more students will not graduate from high school. Only about 27 high school graduates will continue on to college. Finally, a minuscule percentage will complete a baccalaureate degree in four years. A few more students will finish their degrees later, and some will complete a two-year degree program or graduate out-of-state, but the number finishing within seven years will still be less than five. These numbers must be improved. More students need to complete two-year degree programs as well as the baccalaureate. Overall participation must be increased quantitatively in New Mexico higher education.

Technology and technology-related industries will be important to our future. It is not that most New Mexicans will be directly employed in technology-related fields, although technology will affect the way all of us do our jobs. It is rather that technology and information-based industries must be the engine for New Mexico's future economy if we ever expect to improve our economic standing. An improved economy for New Mexico means that we can support more and better social services, better public education, and provide an improved climate for the arts and culture. New Mexico needs these improvements in the quality of life. Without a stronger economy, they will be impossible to attain.

Graph 3

Project Educational Attainment

Kindergarten Class 1986-1987



Sources: NM Commission on Higher Education Student, Degree files and HS Graduate profile; NM Department of Education Drop-Out Studies; Western Insterstate Commission on Higher Education High School Graduate Projections, 1988

INTRODUCTION

SECURING NEW MEXICO'S FUTURE

In a changing global economy, perhaps for the first time in our country's history our economic future is not assured. Parts of New Mexico are today going backward, with the quality of life today actually worse than for past generations. In the past, a society could maintain itself if it had rich soil, oil and metals were located under its surface, it had a sufficient population base to support industry, or it was located close to thriving markets. These natural advantages are no longer as important. The economy of the world has changed to the point that the ability to prosper is based on an ability to think, reason and to produce new products and new ideas. More and more it is the human resources, not natural resources, that are important. Human capital is replacing physical capital. Investments are no longer made simply in infrastructure, physical plant, and factories, but in people themselves. People are the assets which will develop new wealth.

What does this mean for New Mexico and for those 23,000 children now starting their educational careers? It means that each of them will have to receive a high quality education which empowers them not just to survive but indeed to thrive in this future. It also means that the state is depending on the children, just as they are depending on us.

How will New Mexico establish a solid economy that can be competitive within our nation and the world when more of our population will come from groups which traditionally have not been as well served by our educational system? While this is the great challenge we face, other states are facing the same challenge. It is possible, even likely, that the rest of the nation will look to New Mexico for solutions. We are not passive observers; the decisions we make today will determine what our future will be.

INTRODUCTION

HOW THIS PLAN WAS DEVELOPED

In preparing this plan, the Commission on Higher Education sought the participation of higher education institutions, groups directly involved with education, state agencies, and the public. Because of the desire to focus public comment in the most meaningful way, the Commission prepared a Contextual Analysis of the current status of higher education in the state. Called "Planning for the Class of 2005," the Contextual Analysis outlined the Commission's best judgment about the economic, demographic, and social issues facing the state. It included the best estimates of the Commission about the future of New Mexico through the year 2005, and the Commission's understanding of the current status of the higher education system in New Mexico. The Contextual Analysis contains data collected by the Commission about the state's economy, demographics in the higher education system, and an inventory of programs now offered by New Mexico institutions of higher education.

The Contextual Analysis concluded with questions directed to policy makers and others interested in higher education. The questions asked people to tell the Commission how the higher education system should respond to the changes now visible and to the needs which will develop between now and the year 2005. The higher education institutions were specifically asked to respond in writing to the issues raised in the Contextual Analysis, and also to bring up any other issues for the Commission to consider in the development of the plan.

To hear and discuss these responses, and to provide an opportunity for others outside of the higher education community to provide input, the Commission held a series of public hearings in Espanola, Roswell, Las Cruces, and Albuquerque. These hearings were publicized through local media to provide the public with an opportunity to attend and provide testimony. In addition, the Commission requested the higher education institutions, the state's business and economic community, representatives of the public schools, and representatives of groups with special interest in higher education, to testify.

The Commission developed a set of principles and assumptions to guide the planning process. These assumptions recognize that planning is a long-term, on-going process in New Mexico and that the Strategic Plan is in reality a starting point for future planning efforts. The planning assumptions express the philosophy of the Commission about planning itself, and state how the Commission views the plan's role in the overall higher education system.

Based on the Contextual Analysis and testimony received in the public hearings, the Commission developed a series of major conclusions about New Mexico's higher education system. They identify specific weaknesses in the system, but also focus on strengths. The conclusions summarize what the Commission believes is the current condition of New Mexico's economy and demography.

Based on the conclusions, the Commission developed a statement of the goal and priorities for the plan. The goal statement outlines what the Commission believes the higher education system of New Mexico should be, and provides a framework for the development of quantifiable incremental goals for the collective higher education enterprise to attain.

The goal statement expresses what the Commission hopes and intends the plan to be—a living document for the future of higher education in New Mexico.

INTRODUCTION

PLANNING PRINCIPLES AND ASSUMPTIONS

1. The strategic plan is the base document for projecting the state's needs and intentions in higher education for the foreseeable future.
2. The strategic plan sets forth directions to which the Commission on Higher Education is committed. It is not a prediction of what will happen, but of what we intend to make happen.
3. While the strategic plan focuses on postsecondary education, it recognizes the interdependence of higher education with the public schools, demography, and the economy.
4. Our state's educational policies, structures, and programs should encourage lifelong learning by all New Mexico citizens.
5. The participation of students, faculty, and administrators in higher education should reflect New Mexico's existing and changing demography.
6. The plan should provide stability and continuity in higher education policy while aggressively pursuing quality, relevance, and productivity.
7. The strategic plan should provide the structure for financing and providing capital improvements to higher education institutions.
8. The plan should create a more consistent policy structure that enables higher education institutions to act aggressively in pursuing their missions, improving the quality of service to the public, and seeking multiple sources of support.
9. The plan should provide a basis for monitoring system needs, accomplishments, and improved accountability.
10. New Mexico's higher education planning should be comprehensive, long-range, data-based, participatory, and on-going.
11. The plan must confront difficult choices, establish priorities, and select appropriate policy options for achieving goals.
12. The plan should be coherent, with all elements supporting central themes and goals.
13. The plan should be sufficiently detailed that intermediate and annual goals may be derived from it.
14. The strategic plan should define the role of the Commission on Higher Education in implementing and coordinating the plan.
15. Through a dynamic planning process, the plan may be revised in light of new data, needs, and accomplishments to reflect a constantly changing environment.

CONCLUSIONS ABOUT NEW MEXICO

ECONOMIC DEVELOPMENT

1. Because New Mexico's economy is over-reliant on government employment, a major goal of the state and the higher education system should be to increase the quantity and quality of private sector employment.
2. The state's economic development efforts are reactive and lack focus and continuity. They neither build on strength and comparative advantage nor effectively utilize higher education's resources.
3. While elements of technology transfer exist, research universities lack comprehensive and explicit systems for technology transfer.
4. Links between the centers of technical excellence and the economy need to be strengthened and developed. The state lacks a process to identify new priorities for the centers and has no mechanism to direct funding into new priorities.
5. Two-year institutions should place more emphasis on the direct promotion of economic development through such mechanisms as small business assistance, technology transfer, and technological upgrading of the work force.

DEMOGRAPHY

1. A majority of New Mexico's public school age children are members of minority groups. By the year 2005, the state will be experiencing the educational, economic, political, and social consequences of a majority minority state, a state in which a majority of its population are members of traditional minority groups.
2. Minority students, and minority and women faculty, staff and administrators are underrepresented in the state's institutions of higher education. This imbalance must be addressed if the career options and ultimate contributions to the state of these groups are to increase.
3. In spite of the state's large number of postsecondary institutions, educational participation in rural areas can be improved by the development of better delivery systems and program options.

EDUCATION

1. New Mexico's long-range interests are served best by refining its current institutional structure. The state's higher education system has enough institutions. No additional two-year, four-year, or research/graduate institutions should be established.
2. The state's higher education institutions have elements of individual excellence, but educational services could be improved and new economic efficiencies attained through a decentralized system coordinated by the Commission on Higher Education.
3. Sustained growth in numbers of students in higher education is not assured, given changing demography, dropout rates, and related concerns. A thorough review is needed of all policies and programs related to student participation in higher education.
4. Collectively, the state's higher education institutions have relatively adequate enrollments at the baccalaureate level when compared to regional and national data. In general, baccalaureate preparation comes closest to meeting the state's educational needs and priorities, but expansion of two-year occupational/technical programs and graduate/professional programs needs to be encouraged.

5. Collectively, the state's two-year institutions are programmatically fragmented, underutilized, and lack appropriate emphasis on occupational/technical education.
6. The state's entire educational system must provide increased quality to a growing population. Simultaneously, it must ensure that educational services are available to all ethnic origin and economically and educationally disadvantaged groups.
7. As the state's institutions of higher education strive to improve the quality of postsecondary education and serve increased numbers of at-risk students with attendant costs, they must also become more cost efficient.
8. There is a growing interdependence between the state's higher education institutions and its public school system. This interdependence needs to be strengthened, both quantitatively and qualitatively.
9. Changes in the workplace which result from a dynamic economy will increase the need for superior advisement and career counseling about available employment opportunities and necessary educational preparation at key life stages.
10. The state has not yet achieved the level of quality and cost efficiency necessary and attainable within its resources in higher education.
11. While the funding formula for higher education has served the state well, it must be reviewed and updated to reflect new educational priorities and to provide incentives.
12. Some institutions, particularly the research universities, are underfunded for their mission and future role in economic development.
13. The political processes that affect higher education in New Mexico should be guided by rational planning and objective data.
14. New Mexico's higher education system must provide leadership in responding to a broad range of developments that will challenge the state's resources in the coming years. Meeting these challenges will require a coordinated effort with communities and economic development agencies, the private sector, the public schools, public health and welfare agencies, and other social policy groups. Higher education plays a vital role in meeting the state's needs through trained personnel, research, policy studies, technology transfer, and as a social commentator.

GOAL AND PRIORITIES

The goal of higher education in New Mexico is to optimize the state's long-range development of its human and natural resources and its economy. The system must assure access to diverse high quality postsecondary educational programs and services that are relevant and affordable to all New Mexico citizens. To achieve this goal we establish these priorities:

1. Develop a holistic view of the state's educational enterprise and achieve, among our diverse institutions, systemic qualities such as improved division of labor, articulation, consortia, joint programs, comprehensiveness, and cost effectiveness.
2. Extend the criteria for excellence, and assure its achievement, by improving mechanisms of accountability to students, parents, employers, and taxpayers.
3. Improve participation and retention rates of all groups, but especially of underrepresented groups, in all programs and levels of higher education, particularly in such fields as mathematics, physical sciences, and engineering.
4. Encourage lifelong learning by providing students with access to appropriate experiences, career counseling services, and academic advisement to facilitate career planning, preparation, and individual growth throughout life.
5. Strengthen the capacity for and commitment of research universities to graduate education, technological research, and the transfer of technological innovation to the economy. Interdisciplinary and interinstitutional centers and institutes will be required.
6. Increase responsiveness of two-year institutions to both occupational and academic needs and concurrently increase their utilization and cost effectiveness.
7. Expand higher education's active assistance to other agencies such as public schools, public health, public welfare, and corrections through the preparation of highly-skilled and motivated personnel, targeted research, technology transfer, and policy studies.

INTRODUCTION

A VISION FOR THE FUTURE OF HIGHER EDUCATION IN NEW MEXICO

This plan contains policies and recommendations that will change New Mexico's higher education system, making it better prepared for the next century. The policies cannot be seen in isolation because they are designed to be interrelated. The connections between policies are, in many cases, as important as the policies themselves. In writing these policies, the Commission has been guided by a vision of the future of higher education in New Mexico, and of how our system should work to improve New Mexico. The easiest way to understand the policy recommendations of this plan is to understand how the Commission sees the future of higher education in our state.

This vision is written in the present tense as a statement of the Commission's genuine expectations about the future. If the vision seems idealistic, please be assured that it is completely attainable if only we have the necessary will and foresight.

New Mexico in 2005

THE PUBLIC SCHOOLS

In 2005, New Mexico is a state in which the vast majority of its citizens obtain high levels of education and skills from its educational system. Public school dropout rates of thirty percent or more are a thing of the past. In 2005, very few children leave the public schools prior to graduation, because students with problems affecting their learning are immediately identified and given the support, encouragement, or special assistance they need at the time the problem first develops. Likewise, children and their families are exposed to education at a very early age to lay the necessary foundation for educational success. Parents are directly and actively involved in the education of their children and continue to be lifelong learners themselves.

While public school education continues to stress basic skill development, it does so in a way which guarantees that all students attain the necessary skills. It also recognizes that the nature of the society and of the economy demands that students develop higher order skills as well. Teaching and learning occur in a way that students are actively involved in their own learning and are not passive participants. In order to accomplish this change, the role of the teacher in the public schools has been changed. Teachers are now true instructional leaders. Teachers help students to develop educational plans and direct a variety of resources that students themselves can draw upon to learn. Much of the necessary learning of specific skills, facts, and information is accomplished through creative uses of technology. This technology-assisted learning is interactive, creative, and fun. Teachers are trained in the higher education system to create these new classroom environments. Through the active involvement of teachers, parents, and the higher education system in the development of teaching and learning strategies, virtually all students in the public schools reach levels of educational attainment that in the past had been available only to a few.

THE ECONOMY

New Mexico's economy in 2005 is strongly diversified, making it far less susceptible to economic downturns in key industries. New Mexico ranks 35th in per capita income, and has unemployment rates below the national average. The economy is technology and information-driven, and is increasingly global in its outlook and markets. New Mexico's rural areas and small towns have not been left behind. High value agriculture and technology-related small businesses are important industries throughout New Mexico. Moreover, the high quality of life, including strong and accessible higher education, has made New Mexico very attractive to large numbers of prosperous retirees.

The educational system is fully engaged in the entire life of the state, particularly in the state's economy. Education is a critical asset to the state, and the health and vitality of its educational system is essential to all of the state's economic development efforts. The educational system sees its responsibility as stimulating the economy and providing a constant recharge of the state. Consequently, the institutions have a highly evolved system for the development of technology for the state's future economy.

INTRODUCTION

Some institutions concentrate on research and have established international reputations for excellence in particular fields. Because of these centers of excellence, whole new industries have been established in New Mexico around a core of knowledge and resources in these institutions. Likewise, this basic research is constantly evaluated for possible applications. As these applications are developed, they are immediately made available to corporations and individuals throughout the state for their review and use. Both the basic research and applications which are developed stimulate new industry and new economic vitality. The full creativity of the state's citizens is engaged in the constant search for new applications for the research, ideas, and brainpower of the higher education system.

In 2005, graduates are far better prepared for their futures. Students receive counseling about career choices and opportunities early in the educational system. They are encouraged to reach for the highest level of educational attainment possible. Students are shown options so that they can begin to make decisions about how to pursue their own lives and careers. When students graduate from the public schools, they have a good idea of what they want to do with their lives. They know the kinds of skills they need to be successful at whatever they choose to do. Their educational experiences have ensured that they are prepared with the right set of skills, background, knowledge, and motivation.

THE HIGHER EDUCATION SYSTEM

In 2005, most students enter the higher education system, but they enter a system which has provided a variety of openings and paths towards educational attainment. There are almost limitless choices available to students to enable them to pursue their own individual dreams and ambitions. Many students choose to pursue a more traditional education, just as in the past. Students and employers find that the kind of education which best suits an individual for the social and economic change which has become so common and well understood in 2005 is education which teaches how to think and adapt. Education stresses history, culture, and society as well as higher-order thinking, analytical skills, communication, and computational skills. This education is still referred to as a liberal arts education, but is vastly different from what was considered liberal arts twenty years ago. It is an education in which the student is actively engaged with his or her professors in the quest for knowledge and learning. The curriculum is designed to encourage students to find connections between disciplines, facts and knowledge, rather than to focus on the differences in specializations. When students complete this program they are prepared to go on to professional school, graduate school, or return to a vocational or technical program, better prepared for learning and living.

In 2005, large numbers of students need to obtain necessary life skills and working skills from the educational system. The educational system is ready to respond. A wide inventory of programs are available to all of the citizens of the state, wherever they may live, to enable them to contribute immediately to the state's economic vitality. The educational programs available to these students are offered in a variety of flexible and innovative ways. Students can take traditional classes in an academic setting, can work in laboratories and workshops, can receive on-the-job training, or a combination of all of these.

Technology is an important part of this education, making a wide range of programs available to individuals wherever they may live and whatever their individual circumstances may be. Because virtually everyone in New Mexico changes careers and jobs frequently, the educational system is wide open to reentering students making it easy for students to come back into the system. Students thus return to the higher education system again and again, sometimes for whole new programs, sometimes for simple brush-up, and sometimes just to find out about new fields or to learn new skills.

As a result, it is extremely difficult to categorize today's higher education students. The ambience of the campus reflects the greater society far more than it did in the past. All ages and backgrounds share the same facilities, classrooms, classes, and appreciate each other's hopes, dreams and aspirations. Many New Mexicans receive education in the workplace, or in their homes through a variety of interactive mechanisms. The general philosophy of the educational system is to make education available to as many people as possible, rather than to create reasons why individuals cannot receive education. Students move in or out of the system with ease, and students who start in one type of program and choose to go on to another are both encouraged and allowed to do so. Most of all, the system provides an environment which is exciting for learning and in which people are supported and encouraged to pursue the fullest attainment of their dreams and their educational aspirations.

All educational institutions, from the largest four-year university to the smallest two-year college, are actively engaged in the stimulation of the state's economy. All work as a system without any false pride, unproductive competition, snobbishness, or fear, to encourage the state to develop. It is recognized that only through the cooperation and sharing of resources among all institutions can any one institution thrive or even survive. Because of this understanding and cooperation, New Mexico's higher education system has reached for levels of accomplishment and excellence only dreamed of before.

BUILDING THE FUTURE

Now, let us return to the present. This vision of the future is a realistic view of what New Mexico can and should do in higher education. In fact, this vision is probably what New Mexico must do if we are to maintain our standard of living and quality of life. We do not have the option of staying the way we are, either in higher education or as a state. Only moving forward or falling back are possible. Higher education can help our state move forward. The Commission believes that higher education is critically important to the future of New Mexico.

SYSTEM

This plan attempts to identify New Mexico's most important needs that should be met by its higher education system. However, the plan must also describe how the needs will be met. If meeting the needs of New Mexico is the end purpose of the plan, then the development of a higher education system is the means to that end.

SHOULD NEW MEXICO CLOSE INSTITUTIONS?

Since the very beginning of higher education in New Mexico, the greatest problem perceived by legislators, governors and educators themselves has been that the institutions are so independent that they do not function as a system. The perception remains that New Mexico is spread thin in its higher education system; that it has too many institutions and programs serving too few people with insufficient levels of quality, efficiency, and productivity. As early as 1921, the *Albuquerque Journal* reported that New Mexico needed to make painful decisions quickly about whether it could continue to support so many institutions for the state's population. The same article could be written today. Some observers still believe that New Mexico's higher education problems can never be solved without the closure of some institutions.

The Commission believes that this argument diverts attention from far more important matters and looks backward rather than forward. New Mexico must be pragmatic about this issue. New Mexico's six four-year institutions, along with two other postsecondary institutions, were established by acts of the territorial legislature, and were confirmed by the U.S. Congress in the Statehood Enabling Act. The institutions are included in the state constitution. Many other institutions have been added to the state's system since that time in response to strongly felt local and state needs. While the closure or redirection of institutions is technically possible, it has not been politically feasible in the past nor does it appear to be feasible now.

But more importantly, even if the closure of institutions were possible, it is highly questionable whether it would be desirable. New Mexico's higher education institutions provide important strengths to the state by stimulating local economies, providing educational opportunities to citizens, and providing an important focus to regions and communities. The history, commitment, and quality of these institutions is irreplaceable. Also, it is doubtful that very much money would actually be saved by the closure of institutions. In reality, students from closed institutions would need to be accommodated at other institutions, frequently at a higher cost because of the need to provide for the support of students in communities away from their homes. The impact on the state in general, and on the particular communities affected, would have to be weighed against any possible advantages of a consolidated system. New Mexico would lose the strengths which come from diversity.

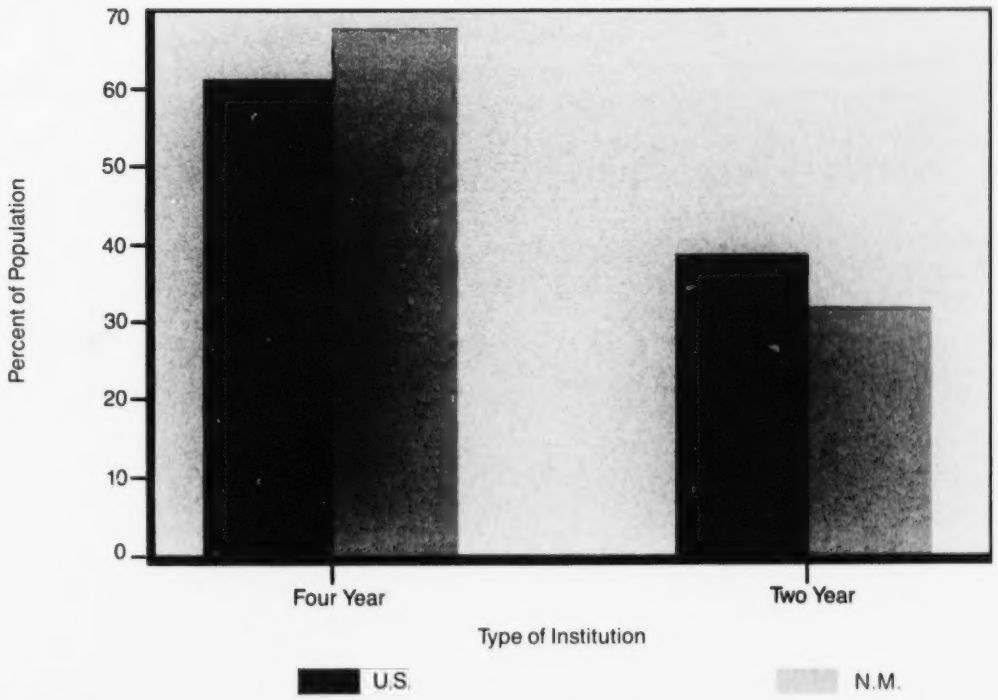
Only about forty percent of New Mexico's population lives in Albuquerque, with sixty percent or more living in smaller communities throughout the state. The widely distributed population of New Mexico makes our higher education system unique by comparison to almost all of the states in the United States. Likewise, New Mexico is a diverse state in terms of its population, the nature of local economies, the size and population densities of the various communities and regions of the state, and the needs of the population for higher education.

New Mexico must find how to take an existing group of institutions and develop it into a system which meets New Mexico's needs today and into the next century. The large number of diverse institutions in New Mexico can be a strength rather than a weakness. If there are problems because of the current number of institutions, and their autonomy, those problems should be addressed directly. At the same time, the strengths which come from the number of institutions, the geographical dispersion of institutions throughout the state, and their diversity in terms of mission and focus, should be amplified to be used as a foundation for the future system.

SYSTEM

Graph 4 indicates that New Mexico's extensive two-year college system is underutilized by comparison to the rest of the country. New Mexico must grow into its higher education system. The key is coordination of capacities to be brought to bear upon state problems as well as local needs in an efficient, responsive, and high-quality fashion.

Graph 4
Public Postsecondary Enrollment
U.S. and New Mexico, 1986



Source: "1986 Minority Enrollment at 3,200 Institutions of Higher Education", *Chronicle of Higher Education*, July 6, 1988

DUPLICATION OF EFFORT

Past discussions of possible changes to New Mexico's higher education system have concentrated on the reduction or elimination of programs in an attempt to focus institutional missions and to reduce unnecessary duplication and low productivity. Those efforts have met with limited success, partly because of political opposition to any reduction in size or scope of institutional missions and because such an emphasis failed to recognize the strengths of institutions in their current form. Actually, New Mexico remains underserved in higher education in spite of its large number of institutions and its overwhelming commitment to higher education. Simply locating a higher education institution in a community does not guarantee the availability of all programs and services needed in that community. Likewise, in spite of the number of institutions, there are still many citizens who do not live close enough to a college or university to attend on a regular basis. Finally, the nature of New Mexico's economy and population growth demands far more flexible education for the state's citizens.

THE IMPACT OF TELECOMMUNICATIONS

The impact of technology on the way higher education is provided is only now being felt. For example, several New Mexico institutions now offer programs via telecommunications to large corporate employers and the national laboratories at job sites away from the campus. We must now question the very nature of the campus and the traditional higher education experience since it is technically feasible through telecommunications to take coursework to students anywhere, including home or work. Since telecommunications makes possible the sharing of faculty from campus to campus, joint programming and increasing specialization are possible.

SYSTEM

THE NEED FOR A SYSTEM

Clearly the current higher education structure is not responding appropriately to changes occurring in higher education and in the state. The needs of the state transcend any single institution's ability to respond. What is needed from the current higher education community is a coordinated and cohesive response to the state's needs. While such a response is theoretically possible within the current structure, it does not appear to be forthcoming. Traditional institutional rivalries, pursuit of self-perceived missions, competition for scarce resources, and institutional self-interest are barriers to New Mexico receiving the kind of higher education it now needs.

What is the way out of this dilemma? If New Mexico needs vastly improved higher education in the future, and if the higher education structure is inhibiting this change, what can be done to ensure that higher education is available when and where it is needed?

The solution to this problem lies in the development of a higher education system. One observer has said that New Mexico does not have a true higher education system, but a higher education happening. New Mexico's institutions have been established, funded, and granted great autonomy by state statutes and policies. The emphasis has been on institutional self-determination and support, rather than on cohesiveness, coordination, and comprehensiveness. It is this desperate need for a higher education system which New Mexico must now address. Nevertheless, New Mexico should be cautious not to undermine the traditional strengths of institutional governance.

COORDINATION, NOT CONTROL

Governance at the institutional level provides certain dramatic strengths. Each has a governing board which is directly attuned to that institution's needs, history and aspirations. The identification of boards with individual institutions guarantees that each receives nurturing care from a highly committed group of individuals. Students, alumni, faculty, and communities look with pride to each institution by recognizing the uniqueness each enjoys. This sense of focus, direction, and mission should not be lost.

The Plan addresses this dilemma in several ways. First and foremost is the concept of cumulative comprehensiveness. New Mexico needs a system of higher education in which the needs of most individuals can be met somewhere by the system. It is impossible and undesirable for each institution to be all things to all people. It is only necessary to provide educational services where they are needed at a reasonable cost. The comprehensiveness of the system should be the cumulative capacity of individual institutions building on local and individual strengths.

GROWING TOWARDS SYSTEM

Comprehensiveness within New Mexico's system does not now exist. It is a goal to which the state should strive. In that sense, New Mexico should establish a process of evolutionary system growth. New Mexico is faced with tight budgets and concerns about unnecessary duplication and low productivity in higher education. The discussion of necessary growth within the state system is somewhat alien. However, New Mexico is growing rapidly as a state. Its economy is diversifying within an evolving society and its needs for higher education are increasing. New Mexico must find ways to allow necessary growth within its higher education system. Growth will occur not just in the number of students, but also in diversification, comprehensiveness of programming, and quality.

One example of how New Mexico's higher education system should grow is shown by Table 1. The distribution of graduate enrollments across institutions is uneven, with the lowest percentage occurring at New Mexico State University, a research institution. This indicates a capacity for growth in ways which will be beneficial to students and the state. Likewise, each institution must be encouraged to become part of an evolving system.

Table 1

NEW MEXICO PUBLIC UNIVERSITY
STUDENT CREDIT HOUR PRODUCTION
BY LEVEL OF INSTRUCTION
1987-1988

Institution	Total SCH	Percent Undergraduate	Percent Graduate
University of New Mexico	526,393	86.6%	13.4%
New Mexico State University	360,912	92.3%	7.7%
Eastern New Mexico University	99,365	91.5%	8.5%
New Mexico Highlands University	54,307	87.2%	12.8%
Western New Mexico University	42,554	89.0%	11.0%
New Mexico Institute of Mining and Technology	31,594	84.7%	15.3%
Total	1,115,125	88.9%	11.1%

Source: NM Commission on Higher Education Course File, 1987-1988

Another example is found on Table 2. The proportions of academic and vocational enrollments at New Mexico's two-year colleges vary widely. To a certain extent, this variation reflects differing community needs and institutional priorities. However, it also indicates the presence of underserved areas, in some cases for academic programs and in others for vocational.

Table 2

NEW MEXICO TWO-YEAR INSTITUTIONS
FULL-TIME EQUIVALENT ENROLLMENTS
1986-1987

Institution	Total FTE	Percent Academic	Percent Vocational
NMSU Alamogordo	840	76.0%	24.0%
NMSU Carlsbad	529	63.7%	36.3%
NMSU Dona Ana	519		100.0%
NMSU Grants	284	50.4%	49.6%
ENMU Clovis	1,137	83.4%	16.6%
ENMU Roswell	923	60.8%	39.2%
UNM Gallup	809	56.9%	43.1%
UNM Los Alamos	359	94.7%	5.3%
UNM Valencia	405	80.2%	19.8%
NM Junior College	1,268	69.5%	30.5%
Northern NM Community College	670	36.9%	63.1%
San Juan College	1,427	59.4%	40.6%
Santa Fe Community College	731	35.2%	64.8%
Total	9,901	60.4%	39.6%
TECHNICAL-VOCATIONAL INSTITUTES*			
Albuquerque TVI	7,609	6.8%	93.2%
Luna VTI	1,189		100.0%
Tucumcari AVS	317		100.0%
Total	9,115	5.7%	94.3%

Source: NM Commission on Higher Education, Student File 1986-1987, Institutional Tax Levy Certifications

* FTE calculations for technical-vocational institutes differ from other institutions making comparison to other two-year institutions difficult.

SYSTEM

Assuming that the system New Mexico needs is greater than the sum of its parts, there is room for each institution in New Mexico to grow into this comprehensive, cumulative system. The challenge facing New Mexico is not in determining where to cut programs or institutions, but rather in determining how to manage effectively and creatively. The growth of individual institutions must fit into a cumulative system. Each institution in New Mexico can have a valuable, indeed a critical role to play in the development of the higher education system for the state. Each can be more efficient, larger, better supported financially, and more able to respond to its mission. However, such a role can only occur if our system grows cohesively and towards a shared vision.

How this change will occur is the focus of this section of the report. Each institution has a mission which it should pursue. The role of the Commission must be as a statewide coordinating board for higher education. The Commission should not become in any sense a super board or a statewide governing board supplanting institutional governance. However, coordination is more than simply a summation of higher education activities for external audiences. Coordination is bringing independent entities into a harmonious and unified relationship to achieve both individual and collective ends. Coordination is a system goal. Most of the actual responsibility for system building resides within the institutions themselves through greater sharing of resources, establishment and development of consortia, greater specialization and focus in program, and a spirit of cooperation and sharing among institutions.

POLICY #1: INSTITUTIONAL ROLE AND MISSION

With a high degree of institutional autonomy granted by the state constitution and statutes, institutions of higher education in New Mexico pursue self-defined missions. The Commission on Higher Education has been assigned statutory responsibility to plan and coordinate the higher education system of the state. Within this structure, sufficient thought has not been given to how New Mexico's institutions might function as a "system."

The Commission should clearly articulate a vision of a higher education system which would allow institutions to determine the best way to meet state needs. New Mexico needs to secure the advantages of inter-institutional cooperation, coordination, and resource sharing while maintaining the strengths of individual institutional governance. The Commission should establish an environment in which all institutions together comprise a system and grow towards excellence.

RECOMMENDATIONS

Each institution, with the participation of the Commission, should define its mission. The definition of mission should be broad and set by each institution to include aspirations, values, and purposes. The mission statement should constitute the institution's "charter."

The role of each institution within the state system of higher education should also be defined. These roles should be defined by the Commission and the institution. The Commission should have overall responsibility for the definition of roles, because it has the statutory responsibility to plan for the state system and to allocate resources.

The following are institutional roles which should be included in statewide planning and specific institutional missions.

RESEARCH UNIVERSITIES

New Mexico's research institutions (UNM, NMSU, and NMIMT) should emphasize programs to increase the proportion of enrollment at the upper division, graduate, and professional levels, and should strengthen their research programs in areas of particular expertise. As a general rule, these institutions should develop new doctoral programs that would respond to the needs of New Mexico and that do not duplicate programs already in existence at another New Mexico university.

While upper division and graduate programs are important, the commitment of these institutions to high quality student-centered lower division programs should not be lessened. Lower division programs should seek to promote success by the maximum number of students possible. However, an appropriate emphasis on traditional lower-division students will not preclude full participation by two-year transfer and other non-traditional students.

The institutions should control and manage their future enrollment growth. Along with programmatic specializations, each should remain selective in enrollments. They should review admission standards periodically to ensure that they provide for the maximum diversity within the student body while improving the quality of the institution. In addition, each institution should improve its accessibility to two-year college graduates, and should establish close articulation agreements with all two-year institutions in New Mexico.

Research universities should strive to improve the transfer of technology to the state's economy. To this end, a consortia of New Mexico institutions should be established to provide for a unified delivery and outreach system. The research universities should actively participate in this and other consortia. These institutions also have special responsibility in promoting commercial research and development. They should consider the establishment of a public non-profit corporation to maximize the potential of these efforts. Finally, close cooperation between the research universities and New Mexico's national laboratories is essential.

UNIVERSITY OF NEW MEXICO (UNM)

UNM, which has the most comprehensive doctoral offerings in the state, should continue to be the research institution with the widest range of programs at the baccalaureate, graduate, and professional levels. UNM's baccalaureate programs should be strong and comprehensive, with an emphasis at the upper division. UNM should strengthen and expand its role at the graduate and professional levels and its research programs in basic and applied science and other areas of expertise.

The University, as New Mexico's largest and most comprehensive institution of higher education, must continue to fulfill its special responsibility to meet the economic, social, and cultural needs of the state. This responsibility includes maintaining balanced programs which are built on liberal studies, which assure economic development, and which preserve a strong academic perspective.

Located in the state's center of commerce, UNM should develop further research and programmatic concentrations including new graduate programs in business, engineering, and other technology-related topics. UNM should strengthen its extensive research and education collaboration with both the federal and private sector, as well as its role in technology transfer. UNM should utilize its expertise and current leadership in instructional telecommunications as the coordinating institution in New Mexico for the ITV consortium (see Policy #5: Consortia).

UNM should continue to work closely with Albuquerque T-VI to assist it in developing into a comprehensive community college serving the Albuquerque metropolitan area.

NEW MEXICO STATE UNIVERSITY (NMSU)

NMSU should be a research university along the land grant model, with particular emphasis on programs in agriculture, technology, the sciences, engineering, and business. NMSU should maintain strong fundamental and applied research programs in these fields. Likewise, emphasis should be placed on the development of new graduate programs in these fields when justified by state needs.

NMSU is currently experiencing significant increases in freshman enrollments. But NMSU should not lose sight of the fact that New Mexico also needs greater availability of high quality graduate education. Currently, NMSU has the lowest percentage of graduate enrollment of any university in New Mexico (see Table 2). Emerging technology-related fields in the state's economy must be supported by providing trained engineers and other graduates. The large volume of research at NMSU indicates a capacity for graduate level education which has not been tapped by the university. It should place considerably more emphasis on upper division and graduate education, and significantly increase the proportion of its enrollment at these levels. To this end, NMSU should establish close articulation agreements with all two-year institutions in New Mexico.

NMSU should take the lead in the transfer of technology to the state's economy. To this end, a consortium of New Mexico institutions should be established to provide for a unified delivery and outreach system. NMSU should provide the coordination to this consortium.

NMSU also has a responsibility to those communities served by its branch community colleges. NMSU needs to encourage the institutions under its care to grow towards greater responsiveness to community educational needs.

NEW MEXICO INSTITUTE OF MINING AND TECHNOLOGY (TECH)

Tech is a specialized research-oriented institution with strong programs in the physical sciences and certain fields of engineering. Many of Tech's programs are directly related to New Mexico's business, technical, and scientific communities. The petroleum and mining industries in particular are very important to New Mexico, and will continue to be so for many years in the future. The future of both industries will, however, be increasingly reliant on the application of new technologies and production processes. Tertiary oil recovery and insitu mining are examples of these emerging technologies. With this kind of future, the availability of Tech's research base and advanced training will be critical. It is important that Tech be directly involved with these industries, and others, through outreach, off-campus programs, special institutes and seminars, and technology transfer.

Because of the highly specialized nature of the institution, Tech should place greater emphasis on graduate enrollments. Since many of Tech's graduates should find permanent employment in New Mexico, and since many of Tech's students should be mid-career professionals and technologists, Tech should actively recruit students for its undergraduate programs from among the graduates of New Mexico two-year institutions and for its graduate programs from among graduates of other state four-year institutions.

Tech also has a basic responsibility to meet the educational needs of New Mexico's population. In recent years, Tech has increased the proportion of New Mexico residents in its student body, particularly those from traditionally underrepresented groups. As the total enrollment of Tech increases, these trends should continue. When sufficient numbers of adequately prepared students are not available, Tech should review its recruiting efforts to increase the size of the pool of potential students, and take extraordinary efforts to ensure the highest possible success rate of its students. While Tech's success in recruiting highly qualified students from outside New Mexico is noteworthy, Tech must guarantee that its efforts to enroll the maximum number of New Mexico residents are not distracted by the availability of qualified out-of-state students.

New Mexico Tech remains an important institution to New Mexico, but will need to change substantially in terms of its role and the number and type of students it serves if it is to maximize its contribution to New Mexico's system of higher education. Tech may continue with undergraduate and graduate programs serving increasing numbers of students. On the other hand, Tech may evolve into a graduate-centered research institute, with a high degree of specialization. Tech, the Commission, and others need to participate in a dialogue about Tech's future role to ensure that it will thrive as an integral part of the state's system of higher education.

COMPREHENSIVE AND REGIONAL UNIVERSITIES

These institutions (ENMU, NMHU, and WNMU) form an integral part of New Mexico's higher education system and should remain strong regional institutions. Each should be an "opportunity university" for students from diverse backgrounds through strong statewide recruitment and student support services. Each should establish appropriate admission standards to help the public schools guarantee that the maximum number of students will be adequately prepared for success. A longer term goal for these institutions is higher standards in admissions. Their enrollments should be representative of the entire state, and each institution should maintain a high quality residential campus environment.

These universities should, with the cooperation of the Commission, review all master's programs at each university. They should emphasize those programs which are unique, which have demonstrated high quality, and which are part of the critical mass of programs for the institution. ENMU, NMHU, and WNMU should establish joint programs with UNM, NMSU, NMIMT, and each other whenever possible. Likewise, close articulation with two-year institutions is essential.

NEW MEXICO HIGHLANDS UNIVERSITY (NMHU)

NMHU should be a comprehensive university with an emphasis on high quality baccalaureate programs. It should maintain selected masters degree-level programs and should encourage research which is directly related to its mission of high quality teaching. Its elimination of underproductive and/or duplicative programs and redirection of programs is noteworthy. Its graduate degree in social work and its child care program are examples of high quality programs with the potential to meet statewide needs. NMHU should continue to demonstrate its commitment to provide programs which serve the economic needs of the state and of northeastern New Mexico. The graduate programs of NMHU in general, can continue to serve as feeders to doctoral and professional programs at the research institutions.

NMHU should be closely tied to Santa Fe Community College, Northern New Mexico Community College, Luna Vocational-Technical Institute, and Tucumcari Area Vocational School through joint programs and strong articulation agreements to assure student continuity and to minimize duplication. NMHU should also articulate with other two-year institutions in New Mexico since it is a state university. NMHU and LVTI should establish programs to share resources through joint appointments, purchasing, joint use of facilities and other potential cost savings.

Like other similar institutions, Highlands faces a dilemma of preparing students for career opportunities in technical fields. Technical programs at NMHU should be carefully planned and coordinated with other institutions to prevent duplication.

NMHU has demonstrated success in providing education to Hispanic New Mexico students for many years. This success is a strength of the institution which should be preserved. However, the long term viability of NMHU depends on its ability to attract and educate students from throughout New Mexico and of different cultural backgrounds. NMHU should place emphasis on the recruitment of students who contribute to the diversity of the student body.

Because of its expertise, NMHU should continue to provide educational access to citizens in rural northeastern New Mexico. It should take an active role in this regard through close working relationships with rural school districts throughout New Mexico and through the development and implementation of instructional interactive television. Along with Western New Mexico University and Eastern New Mexico University, NMHU should coordinate a consortium on rural education and service.

EASTERN NEW MEXICO UNIVERSITY (ENMU)

ENMU should be a comprehensive university with an emphasis on high quality baccalaureate programs. It should maintain strong master's degree-level graduate programs in areas of demonstrated excellence and need to the state, and should encourage research which is directly supportive of the institution's teaching mission. ENMU's strong institutional assessment program should be continued and further developed. The various assessment approaches at ENMU should be studied for wider applicability by a statewide consortium on student learning assessment.

In order to allow ENMU to focus on its primary mission, Eastern should continue to give maximum autonomy to its branches. However, the relationship between the Portales campus and the Clovis branch should be close and cooperative. The two campuses should not be competitive with each other, but should meet the different needs of their respective students in effective ways. In particular, the community college needs of the Curry-Roosevelt county region should be met by the Clovis campus.

Eastern should establish and maintain programs with local school districts through such efforts as summer programs for students. Eastern should establish a Center for Teaching Excellence to encourage the application of research on teaching effectiveness and excellence to the public schools. The Center should focus on direct improvement of the schools, and strive to improve the practice of education in the state. Also, Eastern should work closely with NMHU and WNMU in the coordination of a consortium on rural education.

Eastern has shown considerable expertise in the recruitment and advisement of prospective college students. New Mexico should systematically advise public school students about higher education, and should actively recruit their participation. Eastern's expertise would be of great value to this effort. Consequently, Eastern should coordinate a consortium on student outreach and recruitment for the state.

WESTERN NEW MEXICO UNIVERSITY (WNMU)

WNMU should be a comprehensive four-year university with a limited number of statewide programs in areas of special expertise. Part of WNMU's mission should be to expand educational services to southwestern New Mexico in two-year occupational and technical education (made available to high school students), developmental studies, adult basic education, and other local needs. WNMU should serve local industry through technology transfer, small business assistance, and entrepreneurial and specialized training. WNMU should strive to maintain a high proportion of New Mexico residents in its enrollment, and increase the proportion of lower division and non-traditional students. WNMU is establishing appropriate admission standards for its regular baccalaureate degree programs to help guarantee that the maximum number of students will be adequately prepared for success.

Western should maintain an emphasis on rural education, particularly in the preparation of teachers for rural school districts. Western should take an active role in the development of this field of study through a strong master's degree program in rural education and close working relationships with rural school districts throughout New Mexico. Along with New Mexico Highlands University and Eastern New Mexico University, WNMU should coordinate a consortium on rural education.

NEW MEXICO MILITARY INSTITUTE (NMMI)

NMMI is a specialized institution offering high quality high school and two-year undergraduate education to significant numbers of students. Having been established by the state constitution with trust lands income, NMMI is an important resource to New Mexico, and should maintain its unique mission. However, NMMI should significantly increase the proportion of New Mexico residents in its enrollment. Because of its demonstrated success, and the adequacy of its resources, NMMI should continue to expand recruitment efforts in New Mexico to at-risk youth and underrepresented groups. Such a focus would also be in the best interests of the military because of NMMI's role in meeting their future needs for officers.

SPECIAL SCHOOLS

Because of their system of governance under boards of regents, their constitutional status, and their method of funding, the New Mexico School for the Visually Handicapped and the New Mexico School for the Deaf have been assigned by statute to the budget authority of the Commission on Higher Education. For programmatic purposes both institutions are directly responsible to the State Board of Education. Because of their governance structure and funding, the budgeting procedures used by the Commission on Higher Education are more appropriate for both institutions than the budget procedures established for public school districts. Consequently, the continuation of these institutions under the budget authority of the Commission on Higher Education is recommended. The continuation of close collaboration with the State Board of Education for programmatic oversight purposes is encouraged.

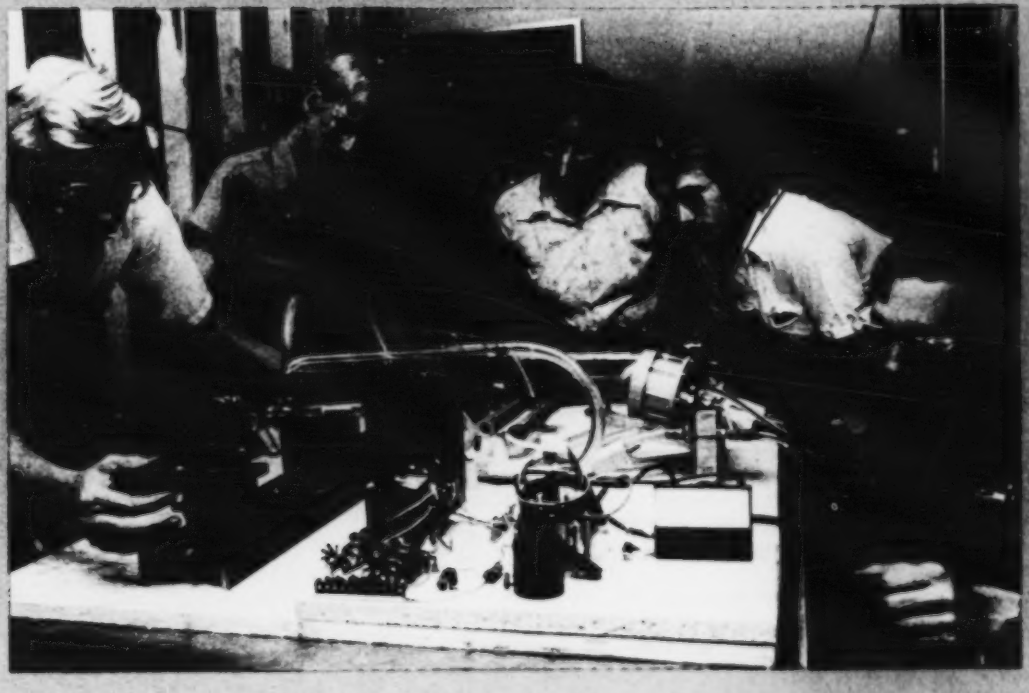
The Commission intends to develop a fuller understanding of the needs and promise of these institutions in the near future. Commission policy toward these institutions will be to enable them to provide leadership to the state and nation in meeting the needs of handicapped children.

NEW MEXICO SCHOOL FOR THE DEAF (NMSD)

NMSD is a specialized institution offering instruction for hearing-impaired children of public school age. The institution's mission of providing services to hearing-impaired New Mexicans is essential. However, the changing nature of educational services for children with disabilities will result in continuing change of the role and programming of the New Mexico School for the Deaf. It is anticipated that NMSD will place an increasing emphasis on outreach programs for hearing-impaired children in public school districts throughout New Mexico. Students in residence at the Santa Fe campus of NMSD will represent those best served in the setting determined by the Individual Education Program (IEP) and the parents' preference.

NEW MEXICO SCHOOL FOR THE VISUALLY HANDICAPPED (NMSVH)

NMSVH is a specialized institution providing educational services to visually handicapped children of public school age. NMSVH has strong outreach programs to provide educational materials and services to visually handicapped children throughout New Mexico. NMSVH also offers significant services to multi-handicapped children; those children which are handicapped by both visual problems and other developmental disabilities. These services are critically important to New Mexico and the Commission anticipates continued needs in both areas.



SYSTEM

Policy #2: Two-year Postsecondary Education

THE INSTITUTIONS NOW

New Mexico has 17 two-year institutions which offer a wide range of academic transfer, vocational-technical education, and community service programs. In comparison to the nation at large, however, the two-year sector is underdeveloped and underutilized. There are also portions of the state which are not served by an optimal mix of vocational and academic programs. New Mexico does not need additional two-year institutions, but it does need an expanded role for current institutions within the state system.

New Mexico statutes and the state constitution provide several options for the establishment of two-year postsecondary institutions. As a result of the different types of governance allowed, New Mexico's two-year colleges reflect a variety of program mixes, funding approaches, and even missions. Each type of institution has different provisions relating to the amount of local tax revenue which is required for operational purposes. In addition, the imposition of state "yield control" statutes on the local property tax levies has resulted in additional variations in local support. The result is that local communities around the state are being asked to provide widely varying levels of local support for similar institutions. This situation raises important issues with regard to the Commission's statutory responsibility to recommend equitable funding for the institutions.

NEEDS FOR THE FUTURE

The higher education participation rate in New Mexico is lower than national averages. Low participation has potentially negative implications for the future economic welfare of the state and its citizens, and for the cost-efficiency of the higher education system. Increasing participation at the two-year institutions offers the best opportunity for improving this situation. Governance and funding of two-year institutions should be reviewed to determine how to establish the conditions which will allow for the fullest possible development of the two-year college system in New Mexico.

New Mexico must provide a governance and funding structure for two-year postsecondary education which will allow these institutions to evolve and mature, and which will set clear preconditions and expectations for changes in status, governance, and funding.

As New Mexico continues the development of a comprehensive system of two-year education, it should move toward the inclusion of the entire state in the service area of a two-year institution, along with appropriate local financial support. Likewise, future consideration should be given to the development of a statewide authority for two-year education to provide the advantages of system coordination, clear and consistent state policies, and advocacy for the critical role of these institutions.

New Mexico should organize its two-year institutions guided by these basic principles.

1. Comprehensiveness
   Each community of the state should have access to as comprehensive a range of educational services as possible. However, a variety of delivery systems must be developed to ensure comprehensiveness. As much as possible, two-year institutions should provide the framework for the provision of post-secondary education to their communities.
2. Community Involvement
   Each community should exercise some control over the provision of education to the community to ensure responsiveness to local needs and community ownership and awareness about the institution.
3. Funding
   Responsibility for funding two-year programs should be shared between the community and the state. Communities should share in the burden of costs resulting from local decisions that increase educational costs. State policy towards local support should be based on a consideration of both local effort and the local tax base. The policy for two-year colleges should link increasing availability of programs and levels of local autonomy to progressively increasing local support.

RECOMMENDATIONS

STRUCTURE

Based on these principles, the following categories of two-year institutions are recommended:

1. Education Centers

   Communities would be encouraged to obtain off-campus academic and vocational programs from existing institutions. Institutions would be encouraged to develop creative and alternative delivery systems, including telecommunications, to provide courses. Existing facilities in the community, especially local schools, would house the programs.

   Funding of education centers would be primarily through tuition revenue, with some state assistance.

2. Branch Colleges and Specialized Schools

   Certain communities have specialized needs or are too small to support a fully comprehensive independent institution. These communities should support institutions which provide some courses directly, and which broker for courses from other institutions. When desirable, governance could be shared, frequently by a four-year institution.

   These institutions would be funded in much the same manner that branch colleges are funded today. A minimum level of local support, one mill, would be required with state support tied to a funding formula. Tuition revenue would also be a significant revenue source.

3. Comprehensive Community Colleges

   Communities with sufficient needs, demands, population, and community support would establish comprehensive community colleges. These institutions would provide the full range of programs and services typical of community colleges, including academic transfer, occupational education, adult basic education, and continuing education. A full range of student services, including career counseling and advisement, would also be provided.

   Funding for comprehensive community colleges would be a partnership between the state and local community. State funding would be provided by a new funding formula appropriate for comprehensive institutions. Local support would be required at a sufficient level to ensure that a substantial portion of the additional cost of such an institution is borne by the community. This means both a minimum levy and a minimum assessed valuation for the community college district.

   Additional local support for these institutions could finance local priority items, such as specific programs or services, reduced tuition, capital equipment, and programs for high school students.

   Where appropriate, comprehensive institutions could remain branches of a four-year institution.

All existing institutions would fit into these categories. Several institutions should be allowed and encouraged to develop into comprehensive community colleges.

If necessary, yield control provisions applied to postsecondary institutions should be modified to maintain equitable levels of local support across the system.

PLANNING

As in the case of four-year institutions, two-year institutions will be required to develop five-year plans. The planning process of the institutions and Commission should incorporate the following:

1. The Commission, institutions, and the State Division of Vocational Education, should identify programmatic "gaps" in the services provided by two-year institutions and request that institutional governing boards consider means of addressing these needs. In this regard, a strong emphasis should be placed on the availability of vocational-technical education programs with potential to impact the economic development of the community and on the provision of access to non-traditional students such as the elderly and part-time students.
2. The two-year institutions and the Commission should develop and evaluate a range of programs to foster increasing participation of students in the two-year sector. Such programs could include development of two-plus-two programs with the public schools, improving articulation arrangements with four-year colleges and universities, and provision of additional student services and developmental education to assure the success of students who enroll.
3. The two-year institutions should establish comprehensive recruitment, student services and instructional support programs which will result in greater student enrollment and success. The Commission should evaluate the current funding formula related to the provision of these services and propose changes for implementation during the 1990-1991 funding cycle.
4. All two-year institutions, particularly the branch community colleges, should identify whether attitudes, procedures and structures which may be appropriate at four-year institutions are inhibiting two-year institutions from meeting student and community needs. Such factors may include scheduling, academic regulations, admissions policies and procedures, calendars, tenure, and faculty and staff attitudes toward students. These factors should be identified and altered.
5. The Commission and each two-year institution should establish an enrollment target based on the needs of the service area of each institution. Progress towards these targets should be monitored on an annual basis by the institutions and the Commission.
6. The developing need for enhanced community college services in the state's two largest metropolitan areas (Bernalillo and Dona Ana counties) is a particular concern which should be addressed by the Commission and the institutions in those communities.
7. The Commission should periodically review the status of all two-year institutions in the state, particularly those in which declining enrollments have threatened the ability of the institution to maintain a critical mass of programs. If necessary, the status of institutions should be changed, including closure if no alternative can be found.
8. Although the Commission does not foresee the need for any additional two-year institutions, future growth in the state may result in pressures to establish new institutions. The Commission should periodically review its regulations on the establishment of two-year colleges to ensure that they are adequate. Community educational needs should be met through off-campus programs and other means before any consideration is given to establishment of a new institution.

SYSTEM

POLICY #3
TWO-YEAR COLLEGE ROLE AND MISSION

While New Mexico's two-year institutions share many characteristics, each has developed uniquely in response to local needs.

One way in which New Mexico's two-year institutions can function more effectively as a system is through the designation of lead institutions for specialized technical programs. Such designation can reduce duplication of effort and make technical education more available to the citizens of the state. Where appropriate, categorical funding and financial aid can be targeted to institutions for the support of lead programs.

NEW MEXICO JUNIOR COLLEGE (NMJC)

New Mexico Junior College is a comprehensive two-year institution with predominantly local funding and local governance through an elected board. As such, New Mexico Junior College meets the standards for independent comprehensive community colleges recommended by the Commission. The Commission foresees continued strengths at New Mexico Junior College as the institution responds to community educational needs in a variety of ways. The Commission anticipates growth in the vocational and technical education areas. NMJC's General Motors training program is an excellent example of the type of collaborative relationships between higher education and the private sector which the Commission foresees across the state. New Mexico Junior College should develop high quality specialized technical education programs with the potential of being named as lead programs for the entire state.

New Mexico should draw on the expertise of New Mexico Junior College for the development of alternative delivery systems for higher education, especially through the use of telecommunications. NMJC's development of video coursework for use in isolated, rural areas is noteworthy. Likewise, NMJC's area vocational high school program has been, and should continue to be, a model for the state.

In spite of past setbacks, New Mexico Junior College should continue efforts to include all Lea County School Districts within its designated service area. The Commission will be supportive of such efforts in the future.

SAN JUAN COLLEGE (SJC)

San Juan College is a comprehensive community college with substantial local funding and local governance through an elected governing board. San Juan College has exhibited extremely strong growth over the last decade in response to local educational needs. The Commission finds noteworthy the balance of academic and vocational and technical education at San Juan College. This balance, and the full integration of both types of education into the college curriculum, is a model of comprehensiveness for the state.

The Commission anticipates new growth at San Juan College as the institution responds to local educational needs. Further outreach into the large rural areas of the community college district, particularly to the Navajo Nation, is anticipated. The Commission should work with San Juan College to explore the potential of telecommunications in this effort. A strong transfer program for American Indian students should be established, enabling SJC graduates to continue at the University of New Mexico and other institutions .

San Juan College should make its expertise in small business development, in which it has a strong effort, available to the balance of the state. The college should work with the Commission to develop other programs with the potential to be designated lead programs for the state.

Recent financial difficulties have caused San Juan College, along with New Mexico Junior College, to seek and obtain a commitment from the New Mexico Legislature for increased state appropriations, overcoming traditional reluctance to seek state funding. San Juan College should work with the Commission to determine a funding approach for the college which will be both adequate in meeting the college's needs and equitable in its treatment of San Juan College in comparison to other institutions. It is anticipated that San Juan College will become more a part of an overall state system of community colleges and higher education with increasing state responsibility for funding.

NORTHERN NEW MEXICO COMMUNITY COLLEGE (NNMCC)

Northern New Mexico Community College is a comprehensive institution with academic and vocational and technical programs offered on two campuses in Espanola and El Rito. Although a comprehensive community college in mission, Northern does not receive local support nor is it governed by a locally elected board. The Commission anticipates a continuation of this mission for Northern.

The Commission is concerned that the rapidly growing Espanola Valley be provided with high quality community college services. The Commission believes that educational services must be readily available to the area's adult population, particularly those who are already employed. As a result, the Commission is concerned that the vocational and technical programs offered by Northern at the El Rito Campus may not be adequately available to Espanola Valley residents, who are the institution's primary audience. The Commission believes that Northern should relocate programs from the El Rito Campus to the Espanola Campus whenever the primary target group for the program is in the Espanola area.

The Commission further recommends that residents of Northern's service area participate in the support of the institution in a similar fashion as residents in other community college districts throughout New Mexico. The Commission recommends the development of a designated service area for Northern and the establishment of a local tax levy at a level comparable to that of other institutions.

The Commission recommends that Northern explore whether the current system of governance by a Board of Regents is sufficient to guarantee direct community involvement in the decision-making process at Northern and to provide for a sense of community ownership of the institution. The Commission recommends the development of a distinct and separate mission for the El Rito Campus. El Rito's geographic isolation and distant location make it unsuitable for community college programs. Northern should determine a mission for the El Rito Campus in which its geographic isolation becomes an advantage rather than a disadvantage. Such a mission could incorporate educational programs at the precollegiate level as well as specialized postsecondary programs. However, all programs offered at the El Rito Campus should appeal to residential students. There are programs which could appeal to a residential student body and which could make the El Rito Campus a significant part of New Mexico's overall educational system. The continuation of the status quo at El Rito is not viable. The development of a well defined and unique mission for the El Rito Campus should be the first priority of Northern's Board of Regents.

NNMCC's Taos Center should become an Educational Center pursuant to the provisions of the two-year education policy.

SANTA FE COMMUNITY COLLEGE (SFCC)

Santa Fe Community College is a comprehensive community college offering a full range of community college programs with substantial local funding support and local governance through an elected board. As Santa Fe Community College develops, the Commission anticipates further rapid enrollment growth and expansion of programming options. The Commission applauds Santa Fe Community College's commitment to the community college mission and notes its many accomplishments, particularly in community support. The Commission also notes its innovations in the area of student services. The Commission believes that the Santa Fe Community College student service program provides many ideas which should be examined and incorporated into the student service efforts of other institutions in New Mexico, both two-year and four-year.

In keeping with the Commission recommendation that two-year institutions serve as brokers for postsecondary educational programs at all levels whenever possible, the Commission notes the potential for a close working relationship between Santa Fe Community College and the University of New Mexico Santa Fe Center.

Santa Fe Community College is not now funded through a funding formula, and is receiving appropriations from the state at a level substantially in excess of that provided to other institutions. This has occurred because of new college start-up costs, rapid enrollment growth, and occupancy of a new campus.

However, to continue this discrepancy now will serve to reduce the stability of Santa Fe Community College's funding base, create the potential for a substantial reduction in state funding to the institution with potentially adverse results, and raise concerns of the equitability of funding across institutions in New Mexico. As a result, Santa Fe Community College must be placed on a fair and equitable funding base by the state at the earliest opportunity. Santa Fe Community College should anticipate the need for substantially increased local funding for the institution to provide for growth, comprehensiveness of mission, and to maintain the quality of programs established at the institution.

EASTERN NEW MEXICO UNIVERSITY-CLOVIS

ENMU Clovis is a comprehensive branch comunity college which comes the closest of any branch college in New Mexico to providing the full comprehensiveness typical in community colleges. The Commission supports the comprehensiveness of ENMU Clovis' programming and anticipates continued growth at the institution.

ENMU Clovis does and should enjoy a special working relationship with the Portales Campus of Eastern New Mexico University. Since Clovis and Portales are only twenty miles apart, the two institutions serve the same service area for adult and nonresidential students. ENMU Clovis should meet the community college needs of the Curry and Roosevelt County region. For this reason, ENMU Clovis should expand its designated service area to include all school districts in the two counties. Coupled with that expansion in service area, ENMU Clovis should expand its outreach and alternative delivery of education to more distant regions of the two counties. Close articulation between the programs of ENMU Clovis and the Eastern main campus is essential, with careful consideration paid to the quality and comparability of transfer programs from ENMU Clovis. Likewise, the potential for Portales campus students to receive valuable educational coursework from the Clovis campus should be more fully explored. The expertise of the Clovis campus in developmental education and vocational and technical programs should be utilized by the Portales campus.

EASTERN NEW MEXICO UNIVERSITY-ROSWELL

ENMU Roswell offers comprehensive community college programs to the Roswell area. ENMU Roswell shares many characteristics with its sister campus in Clovis, but its more distant relationship to the ENMU main campus at Portales is a significant difference. As a result, the Commission believes that ENMU Roswell should carefully consider the advantages of independence in providing a more diversified support base for a more fully comprehensive institution. The attitude of ENMU towards independence for its branches, namely support for such efforts when developed locally, is noteworthy.

ENMU Roswell has several programs which should be designated as lead programs for the entire state. Two programs in particular now deserve that designation: the Oilfield Training Center and the program in aviation technology. The Roswell area's diversified economy, including the highest percentage manufacturing workforce in New Mexico, indicates that ENMU Roswell should anticipate the development of new vocational and technical programs in the future. Likewise, the diverse populations served by ENMU Roswell create a need for a strong student services function.

NEW MEXICO STATE UNIVERSITY-ALAMOGORDO

NMSU Alamogordo is a two-year institution with a strong emphasis on academic transfer work but a limited number of vocational and technical programs particularly geared to the needs of the Alamogordo community. NMSU Alamogordo's relatively close proximity to the Las Cruces campus of NMSU, and the traditionally strong ties between that institution and the Alamogordo community, create the need for a continued strong working relationship between the two institutions.

The Commission anticipates, therefore, the continuation of branch status for NMSU Alamogordo. The Commission also encourages NMSU Alamogordo to serve as the host institution for the full range of programming from New Mexico State University to the Alamogordo and Holloman Air Force Base region.

While this special relationship is encouraged, NMSU Alamogordo should not lose sight of the needs for community college programs in the Alamogordo region. The institution should strive towards comprehensiveness in student support services and the development of educational programs, including vocational and technical education, which are responsive to community needs. These needs should receive the close attention and support of both NMSU Alamogordo and the main campus.

Because of the proximity of several communities to Alamogordo, the expansion of the college district should be explored.

NEW MEXICO STATE UNIVERSITY-CARLSBAD

NMSU Carlsbad is a two-year institution with a range of academic and vocational educational programs. Although a small institution, NMSU Carlsbad offers a surprising range of programming options. Carlsbad's geographical isolation demands that NMSU Carlsbad develop as a comprehensive a range of services as possible. However, the small size of the institution means that NMSU Carlsbad should maintain close working relationships with other postsecondary educational institutions in the state, particularly with the main campus of New Mexico State University.

The development of a lead program tied to the mining industry and hazardous materials handling is encouraged.

NEW MEXICO STATE UNIVERSITY-GRANTS

NMSU Grants is the smallest institution of higher education in New Mexico, but it offers a range of academic and vocational education programs to its community. In spite of its small size, NMSU Grants is an important institution to the community it serves, particularly considering the serious economic difficulties faced by Grants in recent years. Because of its small size, however, NMSU Grants cannot realistically expect to provide the full range of comprehensive services provided by comprehensive community colleges. NMSU Grants should endeavor to focus its resources on those programs which are of particular need in the Grants community. These programs would include, but not be limited to, remedial and developmental education, adult basic education, vocational-technical education programs of particular relevance to the community, and general academic transfer work.

NMSU Grants should maintain a close working relationship with the NMSU main campus. NMSU is responsible to guarantee that the community of Grants is provided with high quality postsecondary education particularly suited for its needs.

In the event that the continued relationship with New Mexico State University does not provide an appropriate structure for guaranteeing the best quality education to Grants citizens, other affiliations and associations should be explored. Two-year institutions in Gallup and Albuquerque are approximately equidistant from Grants and could be called upon to provide support to the Grants campus. The possibility of joint programming and administrative services with the Gallup Campus should, in particular, be explored. Also, Grants could be well served by an Educational Center pursuant to the two-year education policy.

NEW MEXICO STATE UNIVERSITY-DONA ANA

NMSU Dona Ana has been a specialized institution providing vocational and technical education to the citizens of Dona Ana County. However, this institution is now in a state of rapid change because of the decision of New Mexico State University to utilize the Dona Ana Branch Campus to provide developmental education and academic transfer work for students, particularly those students who do not meet the regular admissions requirements of the main campus. This decision is in keeping with the principles and recommendations of this plan. However, the full implications of this change for the Dona Ana Branch are only now becoming understood.

It should be recognized that Dona Ana County is among the most rapidly growing areas of the entire state, with a population now in excess of 125,000 people. As a result, the community needs a full range of postsecondary educational services. Since the New Mexico State University main campus is primarily residential, it should not be expected that it can meet every educational need of Dona Ana County at the postsecondary level. In the future, the Dona Ana Campus should be called upon to meet a greater share of the educational needs of Dona Ana County.

The Commission anticipates that the Dona Ana Branch will evolve into a full range institution offering a wide variety of community college services and programs. It is anticipated that the Dona Ana Branch Campus will become comprehensive and that it will provide academic transfer work as well as vocational and technical education, continuing education, and adult basic education. The current population of Dona Ana County suggests that the Dona Ana Branch is significantly undersized, and rapid expansion of its enrollment is both possible and desirable.

As the institution grows and matures into a comprehensive institution, greater community involvement in the decision-making about the institution, as well as greater participation in its funding, will become necessary. At that time, other forms of governance which provide for greater institutional autonomy and community involvement should be considered. At any rate, a very close working relationship must be maintained between the Dona Ana Campus and NMSU main campus.

UNIVERSITY OF NEW MEXICO-GALLUP

UNM Gallup is one of the largest branch campuses in New Mexico and offers a comprehensive range of community college services. UNM Gallup differs from some other two-year institutions of New Mexico, however, in that it serves a wide geographical region of Western New Mexico and Eastern Arizona, including large portions of the Navajo Nation and the Zuni Pueblo. This particular institutional focus is a great strength in New Mexico's higher education system and should be enhanced.

The community of Gallup has considered independence for the institution as a logical and necessary step in the development and evolution of the institution. If and when independence is proposed by the community, the Commission will support this change of status as recognition of the evolving and expanding postsecondary educational needs of the region. Greater local participation in governance and in expanded funding of services provided by the institution are desirable.

UNIVERSITY OF NEW MEXICO-LOS ALAMOS

UNM Los Alamos is a specialized two-year institution offering academic transfer and specialized technical programs of particular value to the Los Alamos community. The unique nature of the relationship between UNM Los Alamos and the Los Alamos National Laboratories indicates that the specialized nature of UNM Los Alamos is appropriate to the community's educational needs.

The University of New Mexico has a significantly greater presence in Los Alamos than that currently represented by the Branch. Both baccalaureate and graduate degree programs are now available in Los Alamos through UNM. Additionally, a significant number of joint research projects involving UNM faculty and Los Alamos scientists and technicians are under way. To the greatest extent possible, UNM Los Alamos should provide the umbrella organization for all these relationships. The University of New Mexico should maintain a single presence in Los Alamos so that all individuals with educational needs that can be met by the University of New Mexico will have a single contact point for those services. Likewise, the administration, student services, library, and other support services available at UNM Los Alamos can be utilized by a wider range of students in a wider variety of programs.

UNM Los Alamos should serve as the lead institution for certain specialized programs, particularly in computer science and technical areas related to laboratory activity. The other educational needs of the Los Alamos community should not be overlooked, such as adult basic education and continuing education. UNM Los Alamos could broker vocational programs from other two-year institutions, particularly Northern New Mexico Community College and Santa Fe Community College. These needs should continue to be recognized by UNM Los Alamos and appropriate programming to meet these needs should be offered.

UNIVERSITY OF NEW MEXICO-VALENCIA

UNM Valencia County is a full range institution serving a rapidly growing area of New Mexico. The Belen/Los Lunas area will continue to grow as part of the Albuquerque metropolitan area, and the educational needs of the community will grow along with it. UNM Valencia County should continue to provide an expanding range of academic transfer and vocational and technical programs to meet this need.

UNM Valencia County is the closest two-year institution to a large portion of central New Mexico, including Socorro County. Consequently, the development of outreach programs is encouraged. Cooperative programming with New Mexico Tech to serve Socorro would be particularly beneficial.

The close proximity of the Valencia County Campus to the Albuquerque metropolitan area, and in particular to the Albuquerque Technical-Vocational Institute, should be recognized as a potential strength. Joint programming and resource sharing between the institutions should be encouraged. Expanded local participation in governance and funding for the institution are also likely in the future.

ALBUQUERQUE TECHNICAL-VOCATIONAL INSTITUTE

Albuquerque T-VI should expect to become the largest postsecondary educational institution in New Mexico in the near future as T-VI expands its academic course offerings to meet the underserved needs of the Albuquerque metropolitan area. The Commission recognizes and encourages this growth. It is anticipated by the Commission that T-VI will need to construct a new campus on the Albuquerque west side in the near future.

It is essential that T-VI establish and maintain close working relationships with the University of New Mexico, particularly in the articulation of college coursework. Joint programming and resource sharing should also be encouraged whenever possible. An expanded role for T-VI is in the best interest of the University of New Mexico, as well as Albuquerque and the state, as it will serve to bring additional students into the higher education system and increase the participation rate in higher education by New Mexico citizens. The Commission anticipates that the funding requirements for the anticipated growth at T-VI will be borne substantially by local citizens, but with substantial participation in funding by the state.

It is essential that the Commission on Higher Education and T-VI establish clear procedures on budgets, funding formulas, and data reporting so that planning for future funding needs can occur as quickly as possible.

LUNA VOCATIONAL-TECHNICAL INSTITUTE

Luna V-TI is a specialized vocational and technical institute serving a very large geographical region of northeastern New Mexico. With campuses in Las Vegas, Springer, and Santa Rosa, Luna V-TI maintains a significant outreach to this geographical region. The Commission encourages Luna to maintain this outreach.

Because of the close proximity of Luna V-TI to New Mexico Highlands University, a strong working relationship between the two institutions is absolutely essential. Because of the significant differences in their missions, the needs of their students, and the programs they offer, there is no reason why both institutions cannot thrive . Luna V-TI should continue its concentration on developmental education, adult basic education, and vocational and technical programs. Strong articulation agreements between the two institutions, which not just allow but actually encourage students to transfer appropriate credits from Luna V-TI to NMHU, are in the best interest of both institutions and are strongly encouraged. Joint programming is now successful and should be expanded.

Likewise, the continued participation of Luna V-TI in statewide efforts towards development of articulation agreements is welcomed.

TUCUMCARI AREA VOCATIONAL SCHOOL

Tucumcari AVS is a specialized institution providing vocational and technical education to the citizens of Quay County. The strong focus of Tucumcari AVS on vocational education for the area citizens and the responsiveness of the institution to local educational needs are continuing strengths.

It is anticipated that any demand for postsecondary educational services from Tucumcari residents should be met through the auspices of the Tucumcari Area Vocational School. In other words, Tucumcari AVS should serve as a broker for a range of postsecondary educational services from other New Mexico institutions when appropriate. Tucumcari AVS should also promote a strong working relationship between the institution and the local public school district. The use of Tucumcari AVS facilities, instructors, and programs to meet educational needs of the local school district is encouraged.

SYSTEM

POLICY #4
COMPREHENSIVE INSTITUTIONAL PLANNING

Statewide planning will help New Mexico's colleges and universities to contribute to meeting strategic goals of higher education in the state. The establishment of a comprehensive statewide planning process involving all institutions and the Commission has important advantages. An overall plan for higher education will be available for review by the legislature, the Governor, the public, and higher education institutions. The plans of other institutions will be available for review by institutions updating and implementing their own plans for new program development and resource allocation. Perhaps most importantly, the institutions will have a clear understanding of the views and intentions of the Commission. Commission approval will help institutions to proceed with confidence in the development of programs which are consistent with the goals and objectives established in the institutional and state plans.

RECOMMENDATIONS

The Commission should develop, implement, and coordinate an integrated, formalized, and continuous planning process involving the Commission and the state's public higher education institutions.

1. Each four-year and two-year institution should prepare a written five-year plan with annual updates according to guidelines established by the Commission. This document should be comprehensive and present an integrated approach to program, facilities, and resource planning. The Commission will provide an outline for the plan including issues to be addressed, data to be submitted, and timelines. Each institution should develop an institutional profile that defines what it is now, including its mission, programs, student body, faculty and staff, resources, and facilities. For four-year institutions, the plan should also define an institution's teaching and research strengths and how the institution intends to build on those strengths in the future. The plan should provide opportunities for achieving institutional mission.
2. The institutional plan should be adopted by the board of regents and submitted to the Commission for its review, approval, and use in statewide planning.
3. The Commission should regularly convene college and university administrators to review statewide system performance and progress toward goals, including institutional accomplishments, new data analysis, and state needs and priorities. The State Division of Vocational Education will participate in the overall system review for vocational and technical education.
4. The first institutional plans should be submitted to the Commission one year after the adoption of the statewide plan.

POLICY #5:
CONSORTIA

Many of the actions necessary in New Mexico's higher education system, particularly actions called for in this plan, will require concerted and cooperative efforts by the higher education institutions. This type of cooperation has been a traditional problem in New Mexico because of the high degree of institutional autonomy. In order to encourage mutual responses to state needs, New Mexico's higher education institutions should establish consortia to address specific needs.

RECOMMENDATIONS

1. Consortia should be established to address specific needs whenever useful in fostering inter-institutional cooperation, pooled resources, cost efficiencies, and increased effectiveness.
2. An institution with particular expertise in a field should be designated as the coordinating institution for each consortium. However, all member institutions should participate in decision-making, funding, and programming.
3. The following specific consortia should be established: technology transfer, teacher education, student recruitment, rural education, student outcomes assessment, and libraries. A consortia for distance education including conventional (teacher on-site) and non-traditional delivery systems (instructional telecommunications) should also be established. This consortia should address the following issues: distance education programming, quality and accountability, service areas, special statewide programs, and governance.
4. The Commission should develop and enact policies on the establishment, evaluation, and funding of consortia. The policies should establish a mechanism for institutions to propose consortia to be established. A CHE staff liaison to the consortia should promote consortia development and public reporting of consortia activities and accomplishments.

POLICY #6:
INTERSTATE COMPACTS

Interstate Compacts New Mexico should provide access for its residents to undergraduate, graduate, and professional instructional programs not offered within the state.

RECOMMENDATIONS

1. New Mexico should continue to participate in cooperative efforts such as the Western Interstate Commission on Higher Education (WICHE). New Mexico should support the efforts of WICHE to explore means of expanding the application of the compact to newly needed content areas, such as specialized foreign languages, Pacific Basin economic development, Native American education, and others. New Mexico should also use interstate compacts to maintain critical mass in programs needed by the state when resident enrollments are insufficient.
2. New Mexico should utilize tuition reciprocity agreements with neighboring states whenever such agreements can improve the availability of higher education services to New Mexico citizens. The use of tuition reciprocity to meet regional educational needs, such as for state border areas and Native American populations, should be encouraged.

QUALITY

Quality in higher education is a broad and nebulous concept, but for that, it is no less real. Quality can often be found in New Mexico's higher education institutions, but all too often the system fails to insist on, recognize, and reward quality in all areas. Resources should be committed to areas of strength, with areas of weakness identified and improved. New Mexico must be far more sophisticated in assessing the quality of its educational enterprise so that resources can be committed to areas of greatest state need and to the support of institutional quality. Institutions, programs, faculty, and students must also know that institutions which reach for excellence will be supported and rewarded in that effort.

CONCENTRATING NEW MEXICO'S RESOURCES

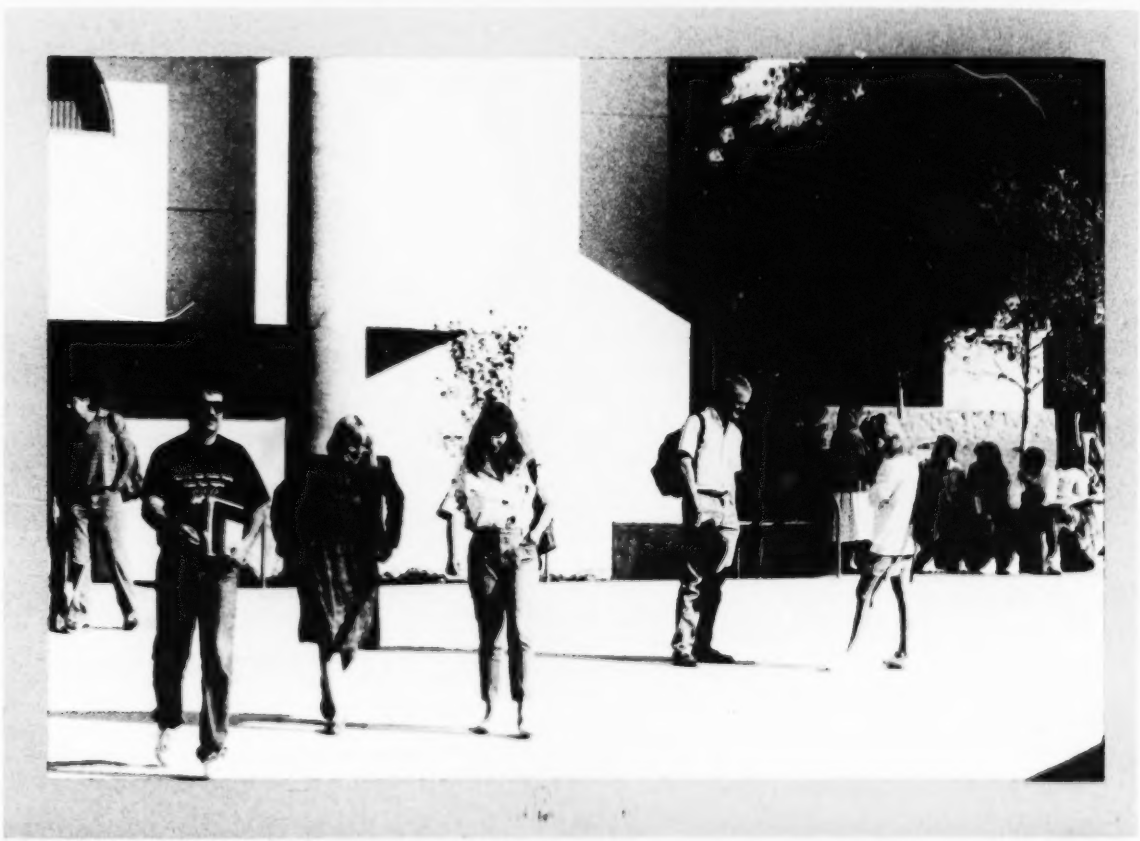
Unnecessary duplication is a serious issue in New Mexico's higher education system. Duplication dilutes state resources. Concentration of resources can enhance quality. Today, students may receive similar programs in a large number of institutions throughout the state. This may be an advantage in providing access to students, but the cost of access is high if it comes at the expense of quality. Students must be guaranteed access to high quality programs, not simply to any program. The duplication of effort across institutions is a barrier to quality if it means that the scarce resources of New Mexico are spread thinly across a large number of programs throughout the state, particularly if those programs are not effectively sharing resources and expertise. The issue is not the cost of duplication, the number of programs, or the fact that duplication exists. The true issue is whether students are being provided with high quality programs at every level and at every institution in the state.

Where it is impossible for an institution to meet high levels of quality in any program, the program should not be offered in that institution and resources should be concentrated where quality can be assured. Institutions should concentrate their efforts and resources into program areas where it is possible to achieve excellence and meet needs which cannot be adequately met elsewhere. New Mexico must develop mechanisms which indicate to students, the public, and educators that quality matters. Each program and each institution must be constantly evaluated in an open, supportive, and constructive process.

MEASURING SUCCESS

There are many reasons for the traditional absence of strong assessment and accountability measures in higher education, but probably the most important reason has been a lack of a clear consensus on higher education's goals for student learning. However, system quality indicators such as high retention rates, diverse student mix, success in placement, continuation in graduate and professional education, and regional or national recognition demonstrate that many of higher education's goals are well understood and progress towards their accomplishment can be accurately measured.

In recent years the Commission has sponsored with the colleges and universities and other agencies a series of efforts, including the development of statewide articulation agreements and the academic preparation for college project, which have brought together people from within the higher education community to discuss goals for student learning. In all cases, educators are willing to participate in these projects because it gives them an opportunity to focus on the true goals of the education enterprise. For the most



part, determining ways of measuring the outcomes of students is not nearly so difficult or time consuming as obtaining a consensus on the skills themselves. The advantage of developing an assessment or evaluation program in higher education is that it places an emphasis upon a clear understanding of the goals of higher education and the expectations placed on students by higher education institutions.

Students have a right to know that they are learning what is necessary for them to succeed within the higher education system and after they leave. But more importantly, students have a right to be served by a higher education system which cares about the quality of its output, improving the quality of the system, and meeting student needs. It is only through a systematic process of evaluation, particularly self-evaluation, that students can actually be guaranteed that the system is self-improving and cares about quality.

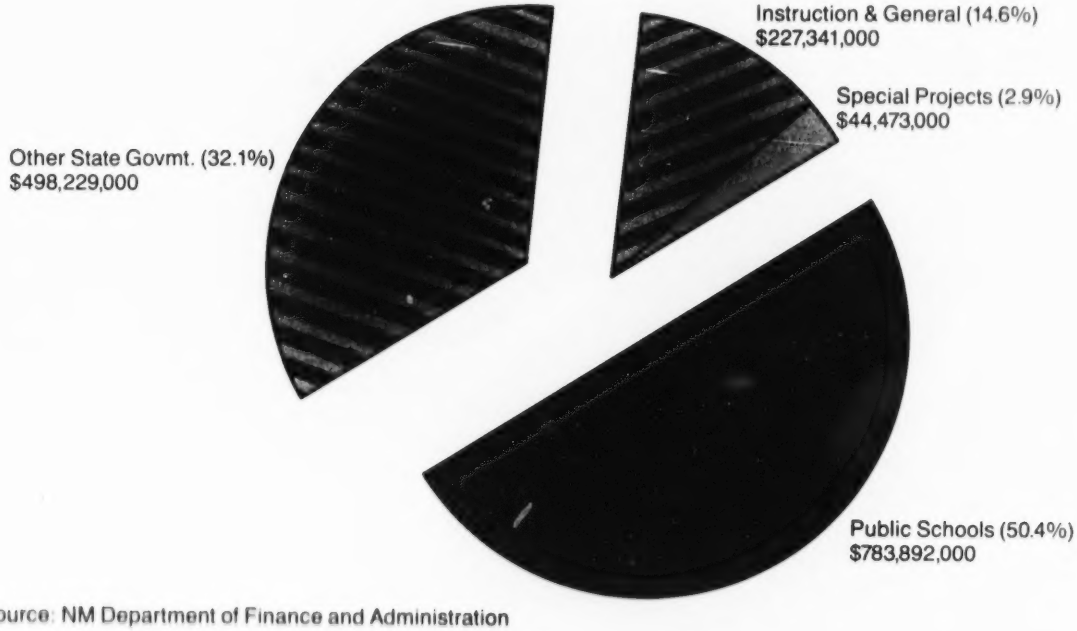
THE ROLE OF FUNDING

Attaining high quality in higher education is impossible without adequate funding. However, New Mexico is at a distinct disadvantage in funding because the cost of New Mexico's system of higher education is significantly higher than the national average. As a result of the very high proportion of public institution enrollments, and the large number of institutions relative to the state's population, New Mexico ranks 15th in the relative cost of its higher education system. Graph 5 shows that New Mexico already commits a very significant portion of its total state budget to education.

Graph 5

NEW MEXICO GENERAL FUND APPROPRIATION

1988-89 Fiscal Year

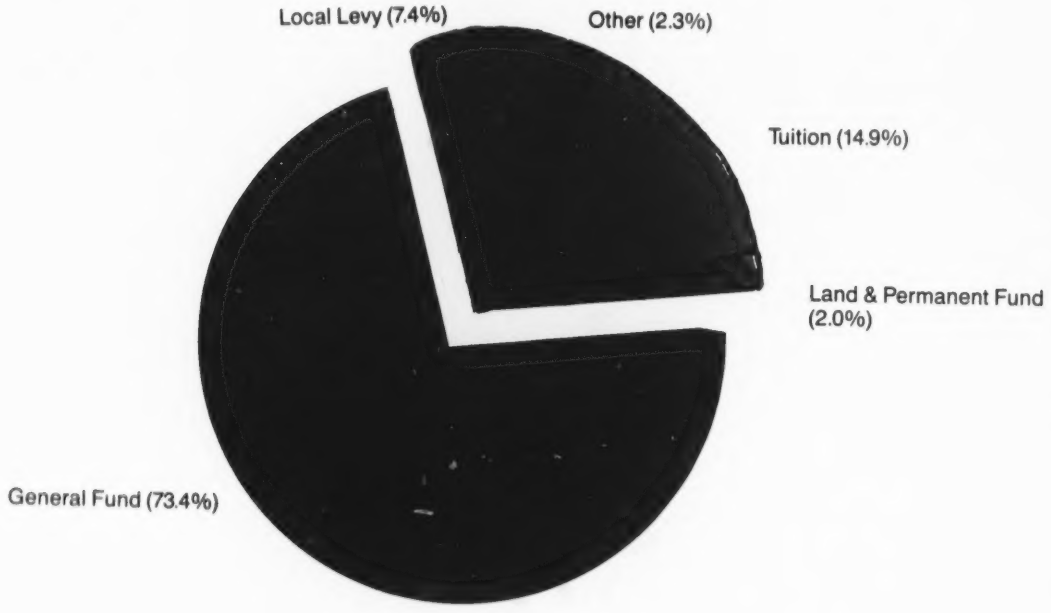


Source: NM Department of Finance and Administration

Footnotes: 1) Instruction and General & includes Technical Vocational Institutes
2) Souces General Fund Appropriations—10 years (Legislative Finance Committee, 1987) and 1988 Appropriations Act.

Graph 6

Formula Instruction & General Revenue Sources
Fiscal Year 1988-89



Sources: Commission on Higher Education Formula Calculations—
Final Legislative Action and 1988-89 Operating Budgets

Graph 6 shows a comparative over-reliance on state appropriations to fund higher education in New Mexico. This dependency makes higher education extremely susceptible to changes in New Mexico's economy as reflected in the state tax base. Just as New Mexico has faced the need to diversify its economy and tax base, the revenue base for higher education would benefit from greater diversification.

As a result, New Mexico must operate a system which is more efficient and productive than systems in other states just to stay even with them in the competitive environment for higher education. To be better, New Mexico must make extraordinary efforts toward efficient and productive operations.

ATTAINING QUALITY

Quality is not a luxury. Quality is not always the most expensive effort. Quality should be assumed to be essential to higher education in New Mexico. We should recognize the competitive environment for higher education and that the state does not enjoy limitless resources to support higher education. We must, therefore, be more efficient, productive, and innovative in promoting quality within our state's system. The policies in this section of the plan will direct our financial resources, planning efforts, and evaluation procedures toward increasing system quality. The results will be worth the effort.

QUALITY

POLICY #7: STATEWIDE ACCOUNTABILITY PROGRAM

New Mexico's higher education system must develop a mechanism to inform students, policy makers, and the public about the results of higher education. The most important potential use of this information is to provide a feedback system to enable higher education to improve systematically.

With the exception of information on degrees and certificates awarded by institutions, New Mexico does not now have adequate information to assess the results of the educational process. The cooperative development of such a statewide system should be a high priority.

RECOMMENDATIONS

1. The Commission should develop a statewide accountability program to determine the effectiveness of its institutions of higher education.
2. The Commission and institutions of higher education should develop criteria for assessing educational performance. Criteria could be developed through retention studies, assessment of the transfer of technology, research activities, and other studies. A particular emphasis should be placed on follow-up studies on graduates from both two-year and four-year institutions, assessing the success of students in their continuation with education or employment.
3. After the development of the criteria, the Commission should determine specific indicators to be used for comparability in statewide assessment.
4. Each institution should establish goals for accomplishment within a specified time period according to goals established in the strategic plan for higher education.
5. The Commission should publish an annual report of the statewide and institutional assessment results.
6. The accountability program should be designed to assure institutional diversity in assessment. Each institution should develop assessment procedures which meet its own needs for information and which are appropriate for its programs. The primary purpose of the accountability program is to promote educational improvement within the institutions. Institution-based assessment is essential to that effort.

POLICY #8: STATE-LEVEL PROGRAM REVIEW

Current state-level program review procedures should be strengthened to eliminate unnecessary duplication and unproductive programs, provide statewide balance and integrity among programs, and ensure programs of quality, relevance, and utility.

RECOMMENDATIONS

In the cooperative program review process, the Commission and institutions should:

1. Shorten the review cycle from seven to no more than five years.
2. Clarify terminology related to programs and define the following terms: degree, specialization, concentration, major, option, etc.
3. Require the participation of an external evaluator to provide perspective and objectivity for the programs flagged for review.
4. Adopt more rigorous flagging criteria, including enrollment trends and graduate program productivity.
5. Delete inactive programs from the inventory of approved programs.
6. Include program costs, accreditation status, responsiveness to statewide needs, effect on economic development, placement of graduates, and relationships to system goals and comprehensiveness in the program review criteria.
7. Develop procedures to identify a discipline or cluster of disciplines to be reviewed statewide because of issues in the field, independent of the regular program review cycle.
8. Develop procedures to initiate program reviews independent of the state-level program review cycle when prompted by changes in the program, such as sudden loss of faculty or enrollment.
9. Develop an integrated process of program review and approval, data collection, and formula funding that mutually strengthens and reinforces these functions.
10. Provide for follow-through by formally advising boards of regents of the results of the state-level reviews and requiring institutions to report responses to actions recommended by the Commission.

QUALITY

POLICY #9: ACCREDITATION

Institutional and special accreditation should serve to strengthen excellence in New Mexico higher education.

RECOMMENDATIONS

1. All public and nonpublic postsecondary institutions operating in New Mexico which offer instruction or training in academic, professional, or vocational studies must be accredited by an appropriate agency recognized by the Council on Postsecondary Accreditation (COPA) or the U.S. Department of Education.
2. Postsecondary institutions that do not obtain or seek special accreditation for their programs, including new programs, should provide the Commission with an explanation.
3. Evidence of accreditation or progress toward accreditation should be reported annually to the Commission by all public and nonpublic postsecondary institutions. Self-study reports should be filed with the Commission.
4. Self-studies should include data on student learning outcomes, in addition to other traditional information on outputs, as evidence of institutional success.
5. The Commission must be notified of on-site visits by accrediting agencies and invited to participate as an observer in these evaluations. Results of these evaluations should be reported to the public.

POLICY #10: FACULTY QUALITY AND RENEWAL

The quality of faculty is the key to improving instruction and research and accomplishing the goals of this plan. Changes in the higher education system will place unprecedented demands on faculty and institutions. Institutions must ensure the flexibility and adaptability of faculty in responding to changing institutional priorities and needed programmatic changes.

RECOMMENDATIONS

1. While the conditions for tenure vary across New Mexico colleges and universities according to institutional and departmental missions, the tenure process should ensure that all tenured faculty are effective teachers and productive. Institutions should carefully review their management of tenure and other related policies such as performance pay, tenure density, and incentive retirement. Institutions should assure the periodic review and evaluation of tenured faculty. Institutions and faculty must recognize that the purpose of tenure is to guarantee academic freedom, not to protect mediocrity or guarantee job security.
2. Institutions should explore alternatives to tenure, including special tracks for teaching and research faculty, incentive retirement, and contracts.
3. Each institution should have a faculty development program including provisions for faculty renewal, in-service education, and professional development. These plans should consider the range of faculty age, career steps, retirements, vacancies, program needs related to the economy and changing demographics, and institutional goals. Colleges and universities should include in their institutional plans a long-term goal to enhance faculty diversity in background and experiences.
4. Institutions of higher education should use sabbaticals to renew faculty for program redirection.
5. Each institution should establish a center for teaching excellence as a resource for the development and nurturing of skills in effective college and university teaching for teaching assistants and full and part-time faculty.
6. Faculty growth should also be enhanced by interdisciplinary communication within the institution as well as participation in professional societies and groups beyond the institution.
7. Adequate education for New Mexico will be impossible without more diverse faculties and administrations than is now the case. Institutions must develop ways to increase the pool of qualified women and minorities for faculty and administrative positions. Aggressive recruitment, mentoring, and differential pay should be explored.

QUALITY

POLICY #11: ENDOWED FACULTY CHAIRS

New Mexico should establish additional endowments for faculty chairs in areas of particular need to the state's economy. The chairs should be established through matching funds provided by the state and funds raised by the institutions from private sources.

RECOMMENDATIONS

1. Endowed chairs should be established in areas of business with particular application to New Mexico's economic development. Chairs should be established in the areas of international marketing, small business development, money and banking (including venture capital), entrepreneurship, and technology transfer. These are immediate priorities. Institutions should propose other academic fields which could be targeted for the establishment of endowed chairs in the future.
2. Endowed chairs should also be established in academic areas related to future centers of technical excellence.
3. Each chair should be endowed with a minimum of one million dollars, with equal portions coming from the state and private sources. Private funds should come from new fund raising efforts and not from existing institutional or foundation balances.

POLICY #12 TECHNOLOGY TRANSFER

Higher education is a critical resource to the state as technology plays an increasing role in New Mexico's economic viability. New Mexico is moving away from traditional reliance on extractive industries and agriculture towards an economy based increasingly on technology, scientific advancements, and technical know-how. A comprehensive and pro-active system for the transfer of technology from the research base of the doctoral-degree institutions, the national laboratories, and national databases to entrepreneurs and businesses throughout New Mexico is essential. These businesses can take advantage of the technology in the development of new products, processes, and services.

Every institution has a role to play in the development of this technology transfer network. For this reason, the Commission recommends that a consortium for technology transfer be established within the state's higher education system. Under this consortium the state's research institutions would be given primary responsibility for the identification and development of new technologies with potential economic development applications. Once identified, these technologies would be disseminated throughout the state by the consortium. The responsibility for dissemination of technology must be shared by the state's two-year institutions.

RECOMMENDATIONS

1. A technology transfer consortium involving all institutions of higher education in New Mexico should be established. Because of its land grant mission, New Mexico State University should be designated as the coordinating institution for the technology transfer consortium. The activities of the consortium should be closely coordinated with and benefit from the activities and experiences of the Cooperative Extension Service at NMSU.
2. The three research institutions should be given primary responsibility to identify and develop promising new technologies with potential application to the state's economy and with significant potential to stimulate economic development within the state. The research institutions should identify such technologies within their existing research base and should encourage research which could lead to the development of such technologies. Technology in other sectors that has potential economic development benefits to the state, such as technology developed at the national laboratories, should also be identified.
3. Once identified, new technologies should be disseminated through a statewide technology transfer network. Every institution should have a technology transfer agent with responsibility to work with the technology transfer consortium to identify potential applications within the community. The agents will place businesses in direct contact with the source of technology, be it a university researcher, national laboratory, or other program. The technology transfer agents should work closely with the small business development centers within two-year institutions. It is anticipated that the primary audience for technology transfer will be small businesses throughout New Mexico.

QUALITY

POLICY #13
ADEQUATE AND EQUITABLE FUNDING

The Commission is charged by statute (Section 21-6-17 NMSA 1978) with the responsibility for recommending adequate funding of institutions and equitable distribution of available funds among them. The Commission should make recommendations, within available revenue as it is projected now and in the future, which will enable institutions to meet their role and mission. Adequate funding should be provided for institutions to offer instructional programs of the highest quality and to conduct an appropriate level of research and public service.

RECOMMENDATIONS

1. The Commission should develop new funding formulas for four-year and two-year institutions which:
   a. provide sufficient resources for institutions to meet their role and mission;
   b. promote greater participation in higher education by individuals from traditionally underrepresented groups;
   c. more adequately reflect the increases and decreases of costs resulting from changes in enrollment;
   d. provide incentives for enhanced productivity and attainment of system goals;
   e. provide incentives for efficient management and cost savings;
   f. promote joint programs and other sharing of resources among institutions;
   g. support institutional and state enrollment management policies;
   h. encourage transfers from the two-year system to the four-year system; and,
   i. promote better institutional planning and assessment.
2. The Commission should develop a methodology to assist in determining what constitutes an appropriate level of funding. Regular cost studies of expenditures in New Mexico institutions should be conducted. The revenue and expenditure patterns of peer institutions should be compared to the New Mexico cost data to determine how New Mexico institutions are funded compared to similar institutions in other states. Funding patterns of peer institutions should be used as a tool to evaluate the level and allocation of funding provided by the formulas.

   The analysis of peers should include the cost per student of various categories of the budget, and the ratios of each category to the total. The ratios of state appropriations, student tuition and fees, and other revenue sources to total revenue should also be compared. The cost studies and peer comparisons would allow the Commission to evaluate the adequacy and equity of the current formulas and approach to revenue credits and would provide data for formula development or revision.
3. In addition to the base formula expenditures which will be recommended using a formula, the Commission should recommend categorical funding directed at specific programs which influence the quality and character of the institution and allow the state to progress toward its goals. A specific policy regarding categorical funding is included in the plan.
4. The Commission should contract with an independent organization (such as the National Center for Higher Education Management Systems) to select a peer cohort for each of the four-year institutions and an appropriate number of two-year groups. The Commission recognizes that the similarity of institutions selected as peers is critical to good results from peer comparisons. For this reason, the cohort groups should be reviewed to insure that they include the most comparable institutions. The Commission, institutions, and other state agencies will be involved in determination of the selection criteria. Institutions selected by this process would be the only institutions recognized by the Commission as valid peers.
5. The Commission should place a high priority on evaluating the adequacy of funding for the following:
   a. Increased funding requirements resulting from enrollment growth

      Because of the use of a three-year rolling average of enrollments in the formula, and the time lag in the funding process, it is difficult for institutions to accommodate increased enrollment in the year it occurs.

      The Commission will consider adjusting the formula to provide differential funding for institutions which realize sustained enrollment growth in programs which are consistent with the institution's role and mission.
   b. Recurring minor equipment purchase and maintenance needs The Commission will consider adjustments to the formula which will increase funding for annual equipment purchases and maintenance. The cost of purchasing and maintaining equipment has grown at a rate which exceeds the formulas.
   c. Major equipment needs

      Institutions must purchase some high cost equipment that the Commission should not attempt to provide for on a recurring basis with the instruction and general formulas.

      The Commission will recommend funding for these equipment items when their acquisition would be consistent with the institution's long-range academic and capital outlay plans. Before recommending funding, the Commission will consider institutional funds, institutional bond issues, severance tax bonds, general obligation bonds, general fund, and other appropriate debt instruments as possible funding sources. In no case should the term of the debt instrument exceed the life expectancy of the equipment.
   d. Library Funding

      New Mexico college and university libraries face critical problems because the cost of library acquisitions and materials continues to increase more rapidly than the general rate of inflation. A contributing factor to this problem is the current formula which provides resources for academic support, including libraries, based upon a percentage of instructional expenditures. No provisions are made in the current formula for specific program-related library resource requirements or for the specific costs of library operations and acquisitions. Further, state-level policies which seek to enhance graduate education at the research universities will result in additional needs for library acquisitions and support services.

      In light of the increasing demands for library materials, the rising cost of acquisitions and the advent of new technologies in the field of library science, consideration must be given to state-wide issues of bibliographic control, acquisitions policy, and coordination of resources with other in-state and out-of-state institutions and libraries.

The Commission makes two specific recommendations with regard to library funding:

(1) By the 1990-1991 funding cycle, the existing two-year and four-year academic support formulas should be replaced with formulas which recognize the library requirements of individual academic programs and the specific costs related to library operations and materials.

(2) To increase the quality and efficiency of the higher education library system, the Commission should coordinate the development of and approve a statewide acquisition policy. The policy should provide the framework for the incremental development of higher education libraries in a manner consistent with institution long-range plans and external accreditation requirements. It should insure that the overall library system is operated in a responsive and efficient manner. The policy should specifically encourage the development of consortia for the acquisition and sharing of library materials. If necessary, state resources should be provided to encourage such efforts.

6. The Commission should develop a database containing relevant financial and enrollment data from the Integrated Postsecondary Education Data System (IPEDS) for all New Mexico and peer institutions. This database would be used as the source of data for the analyses and comparisons recommended in this policy.
7. The Commission and the State Auditor should develop a unified institutional audit system to allow the comparison of expenditures to approved operating budgets.

POLICY #14: SYSTEM DEVELOPMENT FUND

The current formula funding methodology provides financial incentives for increasing enrollment, but does not specifically encourage or provide the financial resources for increased quality system development or accountability. The Commission should have a mechanism by which it can recommend funding, in addition to the base provided by the formula, to reward and encourage institutions which achieve specific goals related to their mission or state-wide objectives. These funds should be available for the Commission to direct to specific program areas.

RECOMMENDATION

1. The Commission should recommend that the Legislature fund an additional four percent of total instruction and general appropriation (or expenditure level) for categorical funding. Some portion of the four percent would be designated for each institution but would only be expended for programs approved by the Commission. The remainder of the fund would be distributed by the Commission to fund specific programs which will build institutional capacity to serve the state's changing priorities and needs.
2. The Commission should develop a formula approach to recognizing institutional quality in making funding recommendations. The following factors might be evaluated for their suitability in a formula:
   a. increasing sponsored research programs by some specified percent from one fiscal year to the next;
   b. obtaining special accreditation for additional programs;
   c. making satisfactory progress toward a specified level of minority and women faculty;
   d. increasing the retention rate of minority students to meet a specified goal;
   e. establishing an institution-wide assessment program; and,
   f. developing programs for technology transfer.

POLICY #15: USE OF RESEARCH OVERHEAD

In its recommendations for the 1984-1985 fiscal year, the Commission recommended that institutions be allowed to retain 100 percent of the revenue recovered from sponsored programs. The recommendation was adopted by the Legislature, with the exception of the UNM Medical School.

The Commission also recommended that the additional revenue be used by the institutions to engage in activities which would attract additional sponsored programs to diversify the support base for higher education.

RECOMMENDATIONS

1. The Commission recommends that New Mexico continue to allow institutions to retain overhead revenue for the purpose of improving the amount, quality, and diversity of externally funded programs. The funds should be used for such items as direct support of research, the cost of proposal preparation, feasibility studies, seed monies, and matching requirements. The use of these funds for direct support for instruction and general should be eliminated as soon as possible.
2. Institutions should be required to develop plans for the use of these funds to support increases in sponsored programs to enhance the economic development of the state. Institutional plans should include recommendations to increase the proportion of private industry sponsorship in research programs. Institutions will report on the expenditures annually.
3. The Commission should continue to recommend that the amount of research overhead retained by the UNM Medical School be increased annually until it reaches 100 percent.

QUALITY

POLICY #16: CAPITAL OUTLAY

Along with adequate funding for operations, high quality higher education is impossible without adequate physical facilities. Students, faculty, staff, and the public need attractive, safe, well-designed, and efficient facilities to be able to obtain the maximum benefit from the educational experience.

New Mexico has invested in a higher education physical plant which is now valued at over one billion dollars. This investment should be carefully maintained and systematically renewed.

RECOMMENDATIONS

1. As part of its overall five-year plan, each higher education institution should project its five-year capital outlay needs, detailing the institution's needs for facilities development. Institutional requests for state capital outlay funding should be based on the plans.
2. The Commission should develop a statewide five year higher education facilities plan based on the institutional plans. The statewide plan should contain projected needs for facilities and projected requirements for state funding. The plan should be updated annually by the Commission.
3. The Commission, with the cooperation of the institutions, should develop, update, and maintain the Space File of data on facilities utilization. The file should be used to provide data to improve Commission review of capital outlay requests, guide institutional and state long-range planning, and facilitate efficient utilization of facilities by institutions.
4. The Commission, with the cooperation of the institutions, should develop a systematic method for ensuring the ongoing maintenance of facilities. The method should include an approach to determining the need for state funding of facilities maintenance when other sources of revenue are not available.

POLICY #17: ATHLETICS

New Mexico supports intercollegiate athletic programs at five of the four-year institutions. These programs are funded in part through a state general fund appropriation. In recent years, the state appropriation for UNM and NMSU has been twice that provided to the three comprehensive institutions. This relationship, in very general terms, recognizes the broader range of athletic programs and the higher level of competition of the large universities, but does not consider the availability of other sources of revenue or any specific costs of individual athletic programs.

New Mexico has never clearly articulated a state-level policy for intercollegiate athletic programs. This is evident in the current approach to state funding of the programs. Clarification of such issues as the competitive level at which the state is willing to support various institutions, and how many sports it is willing to fund, would provide a policy base on which better funding methods could be developed.

RECOMMENDATIONS

1. A study should be undertaken during 1989 of current New Mexico athletic budgets in relation to minimum conference requirements for the number of sports offered and the budgets of other conference institutions. The minimum conference requirements should be considered in determining a base level of funding.
2. Each institution should establish policies which ensure that the benefits of physical activity are available to all students through a variety of physical education and intra-mural sports programs.
3. The Commission and institutions should ensure the accountability of athletic funding. Strong fiscal controls should guarantee that expenditure limits are not exceeded and revenues are accurately forecast.

PUBLIC SCHOOLS

Of all the testimony received by the Commission in the public hearings on the plan, the most surprising was testimony on the public schools. The Commission had anticipated that the relationship between higher education and the public schools would be seen as important. What was surprising was the degree to which individuals from higher education, the public schools, and the public all saw the success of the public schools as essential to the success of higher education.

People outside the education community have always tended to see the public schools and higher education as a single system existing for the same purpose of educating the state's citizens. In reality, a wide gulf separates the two systems, with each remarkably unaware of the problems, needs, and concerns of the other. This separation increasingly threatens the ability of both the public schools and higher education to respond to state needs.

The public schools and higher education have always been interdependent. Colleges and universities depend on a flow of well-prepared students. Public schools depend on a supply of well-trained teachers. However, the interdependency is far deeper than our traditional understanding. Both the public schools and higher education face unprecedented challenges from changing demographics and an increasingly sophisticated economy. Both face challenges from high societal expectations and limited resources. It is likely that solutions to the problems of the education system will need to be found jointly.

The policies in this section of the plan describe ways to improve the relationships between the public schools and higher education. Some policies deal with the preparation of students for higher education, because students cannot be successful without the proper background. Another policy addresses teacher education's need to respond to the changing nature of the student body. Most important of all, however, is the policy discussing the need for the entire higher education community to become actively engaged in the effort to improve the schools. Public schools face severe challenges because children frequently encounter poverty, inadequate nutrition, and unsafe living conditions. Higher education must take an active role with the public schools in the search for solutions to these problems.

The public schools and higher education do, in fact, constitute one system of education. Higher education cannot and will not improve without concurrent progress in the public schools.

POLICY #18: HIGHER EDUCATION AND PUBLIC SCHOOL LINKAGES

An historical interdependence exists between public schools and institutions of higher education, but new ties between the two sectors must be achieved based on measuring individual student progress. A method for assessing basic skills competencies of college-bound students is also necessary.

One issue which must be addressed jointly is the quantity and quality of high school graduates attending postsecondary institutions. New Mexico's higher education and public school systems should improve the participation and persistence rates of students from underrepresented groups and geographical areas of the state.

RECOMMENDATIONS

1. Public schools should initiate career and educational awareness programs beginning at the elementary school level.
2. Colleges and public schools should jointly define the skills, attitudes, and knowledge required of college-bound high school graduates.
3. The Commission and the State Department of Education should continue effort to define college preparation competencies. Materials should be developed which define minimum competencies required in core curriculum requirements: English, mathematics, science, social science, fine arts, and foreign languages.
4. The Commission and the State Board of Education should develop a joint task force to evaluate the potential of a statewide "12th year" testing program oriented to New Mexico to assess basic skills competencies of high school graduates. It could be used for feed-back in high school curriculum assessment, determination of admission to universities, placement of students in remedial education courses in postsecondary institutions, and as a baseline for statewide institutional assessment. The program could incorporate current assessment efforts.
5. Institutional presidents should appoint task forces to study social, economic, and educational issues facing public education. With multi-disciplinary membership, the task forces would focus on issues that affect learning but which are not directly within the control of schools. The task forces should have the full range of university resources available to them and be reinforced and persistent. The work of the task forces would result in recommendations for policy initiatives to improve education at all levels.
6. The Commission and the State Board of Education should jointly sponsor statewide task forces to address school related issues of mutual concern. This would result in the pooling of resources for research, demonstration, and formulation of public policy.
7. Institutions of higher education should increase opportunities for high school students to engage in college-level work. They should provide courses for advanced high school students which concurrently award college level and high school credit applicable toward high school graduation and college degree requirements. Additionally, institutions of higher education should actively publicize academic policies for acceptance of advanced placement courses taught in high schools for credit toward the baccalaureate degree.
8. Early childhood education is particularly important to the success of the entire education system. Higher education institutions should strive to prepare qualified personnel and promote the application of research to early childhood education programs.

PUBLIC SCHOOLS

POLICY #19: ACADEMIC PREPARATION FOR COLLEGE

Admission standards at the state's four-year institutions should be strengthened to increase student competencies which ensure success and to limit the need for remediation and waivers.

RECOMMENDATIONS

1. Each four-year institution should adopt high school core curriculum requirements for regular admission for recent high school graduates which include as a minimum the following courses:

4 units	English (two in Composition)
2 units	Science beyond General Science (at least one lab)
2 units	Mathematics beyond General Math (must include either Algebra I, Algebra II, Trigonometry, Geometry, Calculus or Senior Math)
3 units	Social Sciences (two history)
1	unit Fine Arts or Foreign Language
11 units	Electives

   These requirements should be phased-in and fully implemented by Fall 1991. Some institutions have adopted high school core curriculum requirements that exceed these requirements. All institutions are encouraged to do so. Any materials which publicize the minimum requirements should include higher education institutions with higher high school core curriculum requirements.
2. The Commission should encourage and support expanded in-depth discussion among New Mexico's public schools, colleges, and universities on further defining and implementing entry academic competencies.
3. Higher education institutions should provide feedback to New Mexico public schools on the participation, performance, and retention of their graduates. The information should be used to refine standards and improve the core curriculum, study skills, and advisement and counseling programs.
4. The universities should resist granting excessive numbers of waivers to admission requirements. Within the state system, two-year institutions should provide expanded opportunities for individuals needing developmental studies to obtain the academic preparation for higher education.

POLICY #20: THE EDUCATION OF TEACHERS

The education of teachers should be strengthened to provide adequate numbers of qualified and competent teachers to educate children in the urban and rural schools of New Mexico and the nation.

RECOMMENDATIONS

1. The initial preparation and continuing development of qualified and competent teachers at all levels and specializations for both urban and rural classrooms is a shared responsibility of the public schools and higher education. The colleges and universities, local school districts, professional organizations, State Board of Education, State Department of Education, and the Commission must work together to establish an open, cooperative, and responsive framework for improving teacher excellence. The Commission and the State Board of Education should provide leadership in the establishment of this framework.
2. Teacher education issues should receive attention and a strong commitment of resources from the entire higher education community, including the governor, legislators, Commission members, boards of regents, administrators, faculty, and students.
3. The Commission should determine the funding needs of teacher education, including off-campus courses and summer programs, and should consider the needs for alternative delivery systems, scholarships, internships, research, and professional development. The formula for supporting field-based training for teachers should be reviewed.
4. The institutions should encourage interdisciplinary approaches in the development of teacher education curricula through increased interaction and cooperative research projects among the faculty members of the colleges of education and other colleges and departments.
5. The Commission and the State Department of Education, with the cooperation of the postsecondary institutions and the public schools, should formulate research questions and collect data on educator supply and demand. Data elements might include, among others, needs in specific fields and geographic regions, student flow from the colleges and universities to the local school districts, anticipated demand, minority teacher supply, and demographic changes.
6. Colleges of education should provide leadership for the improvement of teaching through increased joint research with the public schools. Adequate resources should be provided for endeavors such as a center of excellence for American Indian education, early childhood education, professional development schools, and rural education.
7. Colleges of education should establish degree requirements for teacher education programs that exceed state credentialing requirements. The colleges should examine the balance between substantive content and pedagogical courses.
8. The colleges and universities, in cooperation with the Commission, State Department of Education, State Board of Education, and the public schools, should be directly involved in establishing the qualifications for licensure and providing support for continuing professional development. Experimental credentialing should be explored.

9. The two-year and four-year institutions should strengthen and develop formal articulation agreements that provide for the transfer of lower division general education courses required by Senate Bill 106, with recognition of course content and faculty competency requirements.
10. The universities should develop instructional programs that meet the needs of future teachers, particularly minorities. Faculty should become involved in career exploration activities and organizations for future teachers at the secondary school level.
11. Policy studies should be conducted relating to the need to enhance the professional role of the teacher. These studies should include the locus of control, credentialing, performance assessment, and accountability.
12. A Consortium for Teaching Excellence should be established to promote both specialization and cooperation in teacher education programs including in-service and graduate, reduce redundancy, and foster cooperative approaches to the improvement of education. The Consortium should be governed by representatives of the participating institutions, with advice from practicing teachers and from specialists in academic fields and in education. A board of the Consortium should be responsible for assuring the selection of important and appropriate emphases on each campus, for using a combination of formula-based and discretionary approaches to the allocation of the Consortium's funds.

POLICY #21: EARLY SAVINGS FOR COLLEGE

Families in New Mexico need to fully understand the importance of saving for college. This may be done at the state level by establishing a program of savings with federal and state tax incentives. Students and families need to understand that financial planning for college, along with academic preparation, is essential.

RECOMMENDATION

1. The state should establish an incentive program that would encourage parents to save more for their children's education. Such a plan could include savings incentives and tuition prepayment.
2. The plan should complement, not compete with, financial aid efforts. It should not be considered a part of the financial aid system, and should not reduce the amount of state appropriations available for financial aid. In other words, creation of a savings or tuition guarantee plan should not be considered as a substitute for strong financial aid programs.

POLICY #22: NEW MEXICO EDUCATIONAL RESEARCH FOUNDATION

New Mexico has a great need and opportunity for significant research about the educational priorities and needs of the state. Research which contributes to the building of a coordinated educational system from pre-kindergarten to postgraduate would be extremely useful. External financial support for research projects could be made available if a mechanism were established to receive it.

RECOMMENDATIONS

1. The New Mexico Educational Research Foundation should be established by joint action of the Commission and the State Board of Education. Its functions are to support research, development, policy studies, and evaluations.
2. Each board should appoint three members to serve on the Foundation Board of Directors. The chairmanship of the board should rotate annually between the boards.
3. The staff of the Commission and the State Department of Education should provide support services to the Foundation. The foundation should not have any staff of its own and should carry out its programs through contracts and grants.
4. The Foundation should determine topics for research on issues affecting education in New Mexico.
5. Funds for basic operations of the Foundation should be provided by the state. Sources of external funding, including private sources in New Mexico, should be identified and utilized.

PARTICIPATION

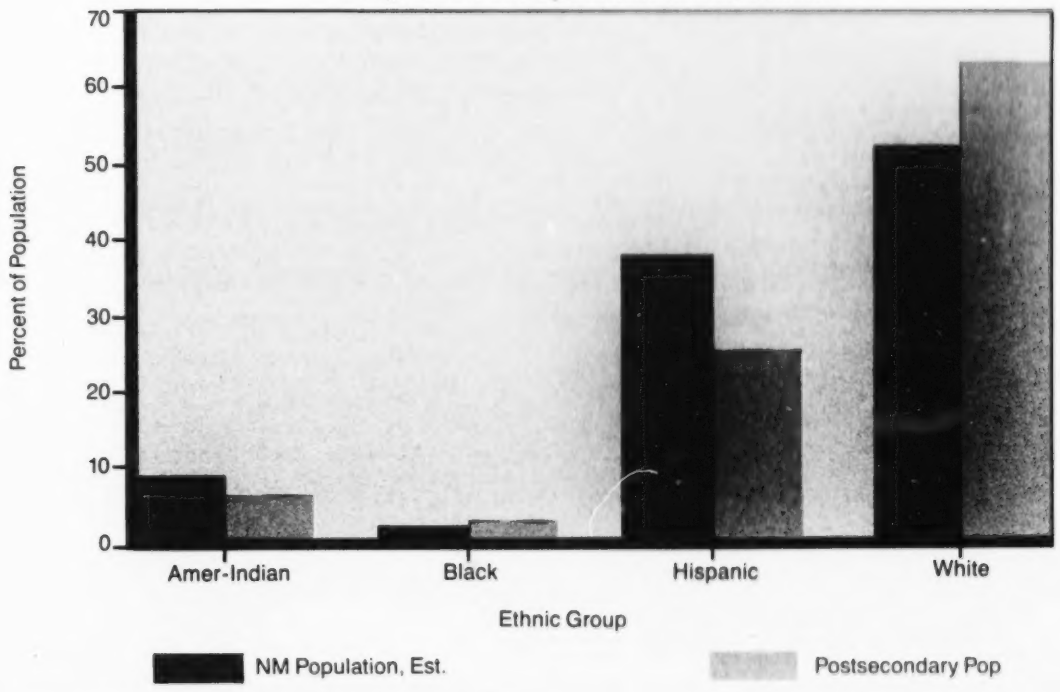
New Mexico, with one and a half million people, is set apart from all other states by the diversity of its population. Unlike most western states, less than half of New Mexico's population lives in a single metropolitan area. Only half of the state's population are members of a single ethnic group. The population ranges from some of the wealthiest individuals in the U.S. to some of the poorest.

New Mexico has one county with the highest concentration of Ph.D.'s per capita in the nation and counties where college attendance is the exception rather than the rule. New Mexico's economy ranges from traditional agriculture to esoteric science and technology not found anywhere else in the world. Just as New Mexico's land ranges from alpine meadows to Sonoran desert, New Mexico's people are a wealth of diversity.

While this diversity is the major source of New Mexico's uniqueness as a state, it is an extreme challenge for higher education. Graph 7 shows that New Mexico's higher education enrollments are not proportional to its population. New Mexico must find a way to make education available and responsive to a range of individual, community, and state needs that are broader and more diverse than in any other state of similar size in the country.

Graph 7

Comparison of Population to Enrollment



Source: Bureau of Business and Economic Research, NM Commission on Higher Education

PARTICIPATION

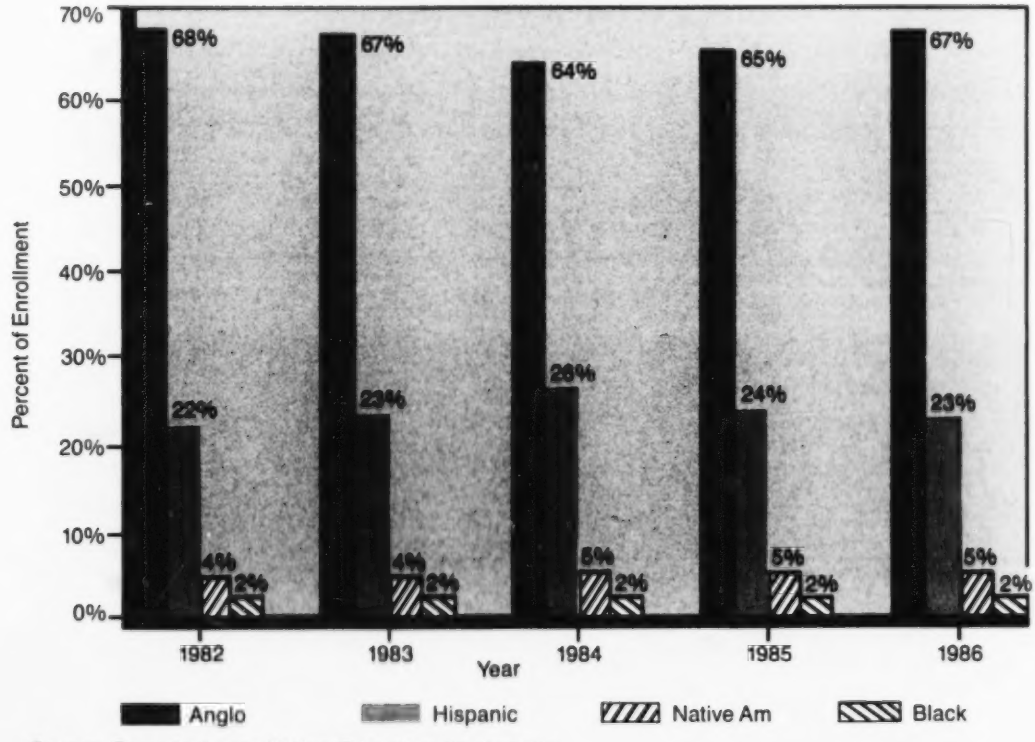
One important challenge faced by New Mexico is its changing demographics. New Mexico is already approaching the status of a majority minority state, that is a state in which a majority of the state's population are members of traditional minority groups. The school-age population in New Mexico has already reached this milestone, and increasing numbers of minority students are arriving at the doors of higher education institutions. However, Graph 8 indicates that the participation rate of minority students in higher education is not increasing. What will happen as more and more of New Mexico's young people come from minority backgrounds?

In most ways, these students have the same expectations, needs, and backgrounds as most students traditionally served by higher education. However, more of these young people come from poor families and many have parents who have not received any higher education. As a result, many of these students are not as well prepared for higher education as other students have been in the past. New Mexico must find ways to prepare, motivate, encourage, and support these students to obtain the highest level of education possible.

A high proportion of New Mexico's population lives in rural areas, which include small towns and cities. Others continue to live in villages or on farms and ranches throughout the state. By all outward appearances, the lifestyle of these New Mexicans does not appear to have changed a great deal over time. In reality, each one is faced with the same challenges of a changing society and economy as are residents in the largest cities. Each has unprecedented needs for education. The establishment of an extensive two-year and four-year college system has brought higher education within reach of the majority of the state's population. However, the increasing complexity of society and the economy means that individuals need a more diverse range of educational resources than in the past. Making such education available is important not just to the individual, but also for the support of the state's economy and society.

Graph 8

NM Higher Education Institutions
Ethnic Composition of Enrollment
Five-Year Comparison



Source: Commission on Higher Education Student File

PARTICIPATION

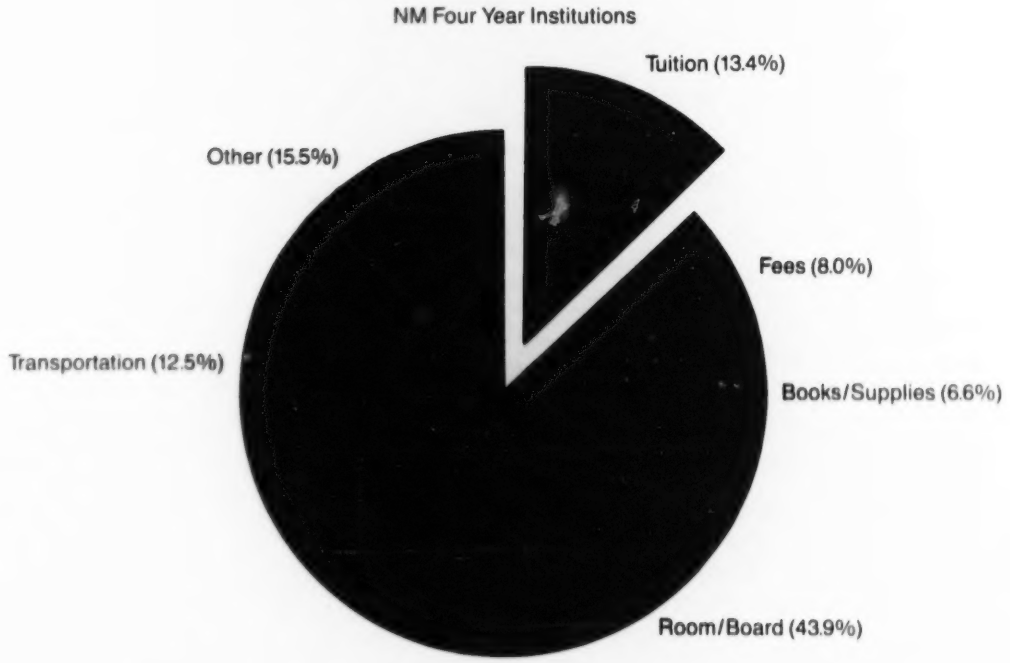
STUDENT FINANCES

Higher education has traditionally been supported by a combination of tax revenues appropriated by the state or local governments and tuition charges applied to the student. This traditional approach has guaranteed that higher education is seen as a partnership between the individual student and society. Unfortunately, this partnership is threatened by the ever-increasing costs of higher education and the increasing numbers of low income students who have the greatest need for education.

Graph 9 shows that tuition is a small proportion of the actual cost to a student receiving higher education. Simply keeping tuition rates low, as New Mexico has consistently done, will not guarantee access to low-income students. Financial aid is the only effective way to make higher education accessible to these students. However, Graph 10 shows that New Mexico is heavily reliant on federal funding for financial aid. Participation in higher education is too important an issue for New Mexico to be so dependent on external support for these critical programs.

Graph 9

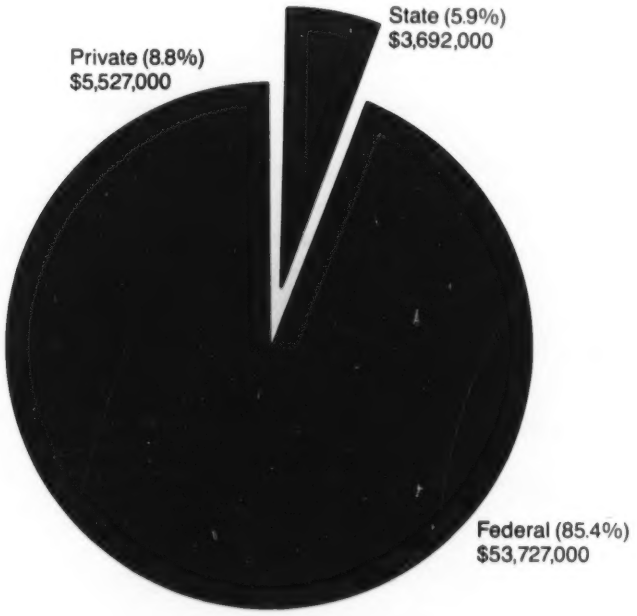
Average Student Budget, 1987-88



Source: NM Commission on Higher Education, 1983

Graph 10

Total Financial Aid By Source, 1986-87



Source: 1986/87 System Tracking of Aid Recipients File

New Mexico must find creative ways to ensure the maximum possible participation by students in higher education regardless of their personal or family income. Meeting this challenge implies a level of sophistication and refinement in both tuition and financial aid policies which New Mexico has only recently begun to develop. This refinement must be continued and applied beyond higher education to ensure that individuals with skills of greatest need to the state are produced by the higher education system in sufficient numbers to meet state needs.

FLEXIBLE LEARNING

It is now expected that the typical American worker will change his or her career seven times or more. Because of the nature of the workplace, each of these changes will require education and retraining. Education today is clearly a lifelong process. Students will return again and again to higher education institutions for further education. Many of these students will be working and supporting their families at the same time. Higher education has traditionally not been flexible enough to meet the needs of these students. Academic schedules, campus facilities, programming rules, the desires and aspirations of faculty, and the orientation and mindset of university and college personnel can all provide barriers to the full participation of these nontraditional students.

The policies in this section of the plan will increase the participation rate of New Mexicans in higher education. The policies will improve access to citizens in rural areas and small towns. They will improve access to working people, as well as those with children. The policies will improve the participation rates of minorities and others underrepresented in higher education. New Mexico must recognize that its interests are inextricably bound with the interests of these students It is clearly in the state's interest to guarantee that they have easy access to a wide range of educational services and programs at all levels. The state's future economy is absolutely dependent upon greater levels of education and reeducation for all New Mexicans.

PARTICIPATION

POLICY #23: FINANCIAL INCENTIVES FOR IMPROVED PARTICIPATION

The Commission should provide financial incentives for all public postsecondary institutions to increase the enrollment and retention of adequately prepared students from underrepresented and economically disadvantaged groups.

RECOMMENDATIONS

1. In keeping with their missions, New Mexico's comprehensive and two-year institutions should be encouraged to recruit and serve students from groups traditionally not well represented in higher education. These institutions have the ability to provide more individualized instruction and support to students. With this support, larger numbers of students can be successful in higher education. The comprehensive and two-year institutions should be provided with targeted financial aid to assist in the recruitment of these students.
2. The research institutions should be encouraged to recruit and serve students who transfer from two-year institutions in New Mexico. Targeted financial aid should be provided for these students.
3. The student services formula should be revised to provide additional funding for the cost of programs designed to recruit and retain underrepresented students and to further institutional and state enrollment management objectives. The formula adjustment should provide additional funding for such students until each institution achieves a desired participation rate defined by the approved institutional plan. The Commission may recommend categorical funding for start-up costs for some of these programs.
4. Institutions should work cooperatively with local school districts to identify students who may benefit by continuing their education. Such students may have limited family resources and may be the first generation of students in a family to continue their education. Information should be provided to all students early in their middle school and high school years and to non-traditional students, including adults with GED's.
5. The System Tracking of Aid Recipients file (STAR) should be evaluated and modified as needed to ensure that necessary information is available to evaluate financial aid programs.
6. The state should increase funding for the New Mexico Student Incentive Grant Program (NMSIG) to meet the need for financial aid for New Mexico residents attending public institutions either full-time or part-time.
7. The Commission should work with federal and state social service agencies to ensure that receipt of student aid is coordinated with benefits that individuals are eligible to receive from other assistance programs, including Aid for Dependent Children (AFDC), Medi-caid, and Food Stamps.
8. Enrollment in the Graduate Fellowship Program for underrepresented graduate students, particularly minorities and women, should be set at two percent of the total state graduate and professional enrollment (excluding medical school), with half made available annually for new fellowships. This would provide currently for 160 fellowships per year distributed among New Mexico institutions. The Graduate Fellowships should be targeted to those areas with the greatest problems of underrepresentation and state need for professionals. The Commission, with the cooperation of the institutions, should periodically review these areas. However, changes should be made no more frequently than every three years in order to allow institutions sufficient stability to establish effective recruitment programs for students.
9. The Commission strongly urges New Mexico's public colleges and universities to recruit the most talented and motivated students graduating from New Mexico high schools. To this end, there should be established a Merit Scholarship Program for the top one percent of each New Mexico high school's graduates who elect to attend a New Mexico institution. The Merit Scholarship Program would pay 100 percent of tuition and fee charges for eligible students.

POLICY #24: PROFESSIONAL SHORTAGES

Labor force needs should be anticipated and addressed by the Commission through studies and by the establishment of forgiveness loan programs and cooperative education programs.

RECOMMENDATIONS

1. The Commission should study the effectiveness of current New Mexico forgiveness loan programs, and such programs in other states, to determine if the programs are successful in attracting qualified individuals to programs of study needed by the state.
2. The Commission, in cooperation with the executive and legislative branches of state government and state agencies, should periodically examine labor force conditions and educational opportunities in various fields to determine whether a need might exist for special loan and/or forgiveness programs in special areas of study.
3. Categorical funds should be provided to institutions to work with industry to provide employment experience through cooperative education programs for students. Institutions would compete for funding pursuant to guidelines established by the Commission.
4. The Commission should cooperate with the State Departments of Labor, Economic Development, Education, and Human Services to identify manpower needs of the state. This information should be used as a tool for statewide planning and program development.

PARTICIPATION

POLICY #25
LINKING COSTS, TUITION, AND FINANCIAL AID

Decisions regarding costs, tuition, and financial aid are inseparable in the financing of higher education in New Mexico. Each of these sets of decisions relate to and impact upon the other two. However, no policy statements currently exist that link these three critical financial decisions in any formal or systematic way.

RECOMMENDATIONS

1. The maximum award in the New Mexico Student Incentive Grant (NMSIG) program for the neediest students attending state public institutions should equal their costs less other available aid.
2. Any future increases in public sector tuition and fees should be matched by increases in NMSIG availability, so that needy students will be able to meet the increased costs of college.
3. Boards of regents should establish tuition charges at least one year in advance, thus giving students and their families adequate financial planning time.
4. Tuition rates should be set after consideration of the percentage of instructional costs covered by tuition, tuition rates at peer institutions, and statewide increases in disposable income. After consideration of these factors, tuition rates should remain at or below the rank of 30 out of 50 on national rankings of tuition rates.
5. In recognition of the special role of community colleges in extending higher education opportunities to those who might not otherwise attend college, the tuition charge for the community colleges should be set at a lower percentage of total instructional costs than at universities.
6. Tuition charges for nonresident students at all New Mexico public institutions should be set at 100 percent of total instructional and general costs. However, since it is in the interest of the state to educate certain non-resident students, students who meet certain criteria should be provided incentives such as tuition waivers for their recruitment and retention. New Mexico should grant waivers to non-resident students in order to:
   a. encourage the attendance of students who by their attendance improve the academic performance of in-state students (competitive scholarships);
   b. provide opportunities to New Mexicans living closer to an institution in another state (reciprocity agreements);
   c. encourage the attendance of students who have been historically underserved (Graduate Fellowship Program);
   d. provide instruction in programs otherwise not available to New Mexico residents (WICHE compacts); and,
   e. maintain New Mexico programs which are of importance to New Mexico but which would otherwise not be economically viable because of lack of enrollment by New Mexico residents (WICHE compacts).

POLICY #26:
DEVELOPMENTAL EDUCATION

Many students in New Mexico colleges and universities are inadequately prepared for the courses they want to take. Some of these students did not receive an adequate preparation in the public schools and need a second chance. Others have been outside the educational system for some years, and need to brush up on their basic academic skills. Still others have chosen to study a different subject than the one for which they are prepared. While the special educational services made available to all of these people are labeled as developmental education, the background and needs of individual students vary dramatically, as does the appropriate response of the education system to each problem.

New Mexico lacks a comprehensive state policy towards developmental education. Currently evolving state policy suggests that the two-year institutions should assume a greater responsibility for the provision of these services to students and, conversely, that the role of the comprehensive and research institutions should be modified. During the 1988 legislative session, developmental education funding at the three research universities was reduced by 25 percent. The impetus for this change was a concern for the appropriateness of funding developmental education courses in a research university setting.

Funding for developmental education courses at the two-year institutions is provided within the existing formula clusters for the various disciplines. The adequacy of the level of developmental funding provided through the formula is questionable. Complicating the matter is the fact that a significant amount of developmental education in two-year institutions is provided through resource centers that does not result in student credit hour production and, therefore, formula funding. The capacity of two-year institutions to absorb the shift of students from the research universities is unknown.

The ultimate state goal should be to eliminate the need for developmental education by improving the preparation of students at all levels. In this regard, the reduction of the need for developmental education will require improved counseling and advisement as well as improved instruction. In the meantime, developmental education should help students with realistic expectations for success. In no case should developmental education for entering students be considered an acceptable substitute for adequate preparation in the public schools.

RECOMMENDATIONS

1. The Commission should clarify institutional responsibilities for developmental education and define state funding approaches for such programs. Over time, the goal of this policy should be to reduce the need for developmental education at the comprehensive institutions and to eliminate it entirely at the research universities.
2. The phase-out of the developmental education formula funding at the research institutions should continue.
3. The Commission should evaluate current formula funding factors related to developmental education programs and propose revisions, if indicated, for implementation in 1990-1991. In particular, funding should be adequate to provide the two-year institutions (and, where no two-year institutions exist, comprehensive institutions) with incentives to recruit and retain at-risk students.
4. Funding should also allow for the development and use of different teaching approaches which may be appropriate for developmental education.

PARTICIPATION

POLICY #27: DIVERSIFYING THE DELIVERY OF EDUCATION

Alternative methods of delivering education, such as off-campus resident centers, instructional television, extension, and video cassettes are transforming higher education. These systems are making possible better outreach from higher education to the state's economy and diverse population. However, the current funding formula is based on the traditional delivery of courses in a campus setting. Costs related to other methods of delivering education have not been identified adequately, nor have policies been established to distribute formula funding to institutions which participate in cooperative ventures or deliver education in non-traditional ways.

RECOMMENDATIONS

1. New Mexico should begin to increase the availability of off-campus education of all types. In order to begin this process, the Commission should establish a procedure for monitoring the quantity and quality of current non-traditional education and determine how such education should be included in funding calculations.
2. The Commission should develop a needs assessment procedure to determine how non-traditional education could serve the needs of public education, economic development, and the state labor force for skill upgrading, training, and retraining. Additional state funding for off-campus education should be directed at those needs identified as being of the greatest priority.
3. A consortium of all institutions delivering non-traditional education should be established. A primary function of the consortium would be to provide a point of access to students for delivery of non-traditional education.
4. The consortium should develop a set of specifications to ensure the compatibility of telecommunications equipment and other system components.
5. A Commission staff liaison to the consortium should be provided to coordinate non-traditional education efforts to overall state planning needs.
6. The funding mechanism for non-traditional education should allow tuition to be set at the discretion of the institution. It should also allow funds to be appropriated to the Commission for distribution to institutions based on funding formula calculations.
7. Institutions should be encouraged to develop campus-to-campus telecommunications systems to allow the development of joint programs and the sharing of faculty.
8. The potential use of telecommunications technology for home learning should be explored.

POLICY #28: STATEWIDE COURSE ARTICULATION

The transfer of credits between two-year and four-year institutions has been a significant issue in New Mexico since the early 1980s when the New Mexico Association of Collegiate Registrars and Admissions Officers prepared an articulation matrix of course equivalencies for courses in general education. Since then, matrices for other disciplines have been developed through the Instructional and Academic Councils. However, in the absence of a written statewide agreement, students must still rely on bilateral institutional agreements for course articulation, which may vary from institution to institution or not exist at all.

In spite of these efforts, a serious problem remains. It is difficult to explain to the public why a course that is good enough for one institution is not good enough for another. For this reason, a state articulation policy is necessary.

Simply stated, the policy should provide that in the transfer of credits from one public institution to another, the burden of proof should be placed on the receiving institution to indicate why courses should not be accepted for transfer. Students should not be required to prove why courses should be accepted.

When a student requests that a course transfer, and the request is denied for any reason, the system has failed. It may have failed to provide sufficient quality in the course, the student may have been inadequately or incorrectly counseled, or the receiving institution may be failing to accept a legitimate course. In any case, the failure is the system's, not the student's. Course articulation problems must be eliminated.

RECOMMENDATIONS

1. To facilitate the transfer of students between two-year and four-year institutions, the Commission will coordinate the development and execution of a statewide transfer agreement binding on all state-supported institutions of higher education.
2. The statewide articulation agreement should ensure that students with associate of arts and associate of science degrees completed at accredited two-year institutions will transfer as juniors to four-year institutions.
3. All institutions should disclose to students any graduation requirements which may not be met under the articulation agreement.
4. Each receiving institution should notify the sending institution every time a course is not accepted for transfer and provide the basis for the decision.
5. All institutions should develop mechanisms to inform sending institutions on the performance of transfer students.
6. Criteria for judging the transferability of courses should be written in such a way that any reasonable person could use the criteria to judge whether a specific course should be accepted for transfer.
7. In recognition that transfer of credit is not the only problem faced by transfer students, all institutions should develop ways to guarantee the successful articulation of transfer students.

THE ROLE OF THE COMMISSION ON HIGHER EDUCATION

For the policies and recommendations contained in this report to be implemented, the role and mission of the Commission on Higher Education will need to be modified. Just as the role and mission of each of the institutions of higher education has evolved and grown over the years, so also has the need for the Commission to respond to changes within the state's higher education system. When the Commission was established by action of the legislature in 1951 as the Board of Educational Finance, its basic mission was to coordinate the funding requests of the institutions of higher education. However, even then the legislature made it clear that coordination meant the Commission was to exercise independent judgment about the needs of the institutions and make recommendations which considered the overall needs of the state as well as the particular needs of individual institutions.

In recent years, the primary change in the mission of the Commission has been to increase the importance of higher education planning for the state's future. It is impossible for the basic mission of the Commission, to make funding recommendations which are adequate and equitable for the institutions, to be accomplished without sound planning as a background.

Numerous recommendations of this strategic plan will have an effect upon the activities of the Commission. The plan recommends:

1. The development of individual institutional plans which will be reviewed and approved by the Commission on Higher Education and included within an overall statewide planning effort.
2. The establishment of comprehensive articulation agreements to facilitate the flow of students among two-year and four-year institutions.
3. The establishment of a variety of policies relating to the non-traditional delivery of education.
4. The development of strategies to encourage the greater participation of members of underrepresented groups within higher education.
5. The continuing development of higher education funding formulas which are responsive to changing institutional needs and changing state priorities.
6. The development of a comprehensive statewide higher education accountability program to guarantee to the legislature, the Governor, and the public that higher education institutions are meeting state needs.

All of these priorities are important and all will require a developing role for the Commission. To carry out a coherent, long-term program for the development of its higher education system, New Mexico needs stability and continuity at the Commission on Higher Education. All too often, the membership of the Commission has been replaced in response to a changing political climate. While it is essential that the membership of the Commission reflect the priorities of elected officials, it is also essential that some continuity be provided so that policies under development will not be lost and so the institutions will be dealt with in a consistent manner.

Likewise, for the Commission to fulfill its role it is necessary that it be adequately staffed and provided with sufficient resources to carry out its responsibilities. The staffing level of the Commission has not significantly changed for fifteen years, in spite of unprecedented growth of the higher education system and increasing responsibilities assigned to the Commission by the legislature. The staff of the Commission should never grow into a large bureaucracy, and should always remain small in number. However, the Commission should be allowed evolutionary growth in response to changing conditions, priorities, and needs. In particular, as new responsibilities and programs are assigned to the Commission, it is essential that additional resources be provided to allow them to be adequately fulfilled by the Commission.

THE ROLE OF THE COMMISSION ON HIGHER EDUCATION

POLICY #29
STABILITY OF COMMISSION ON HIGHER EDUCATION MEMBERSHIP

New Mexico will not be able to have continuous, long-range policy development and implementation without stability in the membership of the Commission on Higher Education.

RECOMMENDATIONS

1. Appointments to the Commission on Higher Education should be provided the same protection against removal now provided to members of boards of regents. Once confirmed by the State Senate, members should only be removed by action of the New Mexico Supreme Court.
2. The current statutory provision prohibiting Commission members from succeeding themselves in office should be retained.

POLICY #30
STUDENT REPRESENTATION ON THE COMMISSION ON HIGHER EDUCATION

New Mexico statutes specify that student members from institutions coordinated by the Commission shall serve for two years. Membership of the institutional representative is non-voting during the first year and converts to voting status in the second year. Two problems exist with the current approach. First, the existing statute does not include the technical-vocational institutions in the rotation. Also, the rotation for student representatives will exclude representation of approximately 80 percent of the state's enrollment when students from four-year institutions are not represented on the Commission.

RECOMMENDATIONS

1. The Commission should continue to have two student members, one voting and one non-voting. The voting student member should be designated by statute as the President of the Associated Students of New Mexico, the statewide organization of student governments. ASNM should elect a non-voting student member who would be a two-year college student if the ASNM President represents a four-year college, or vice versa. In this way, both four-year and two-year students will always be represented on the Commission.
2. The statute should require ASNM annually to invite all post-secondary institutions in New Mexico to participate in the election of officers.

THE ROLE OF THE COMMISSION ON HIGHER EDUCATION

POLICY #31
MAINTENANCE OF THE COMMISSION DATA SYSTEM

Planning for education in the state is contingent on the availability of information on elementary, secondary, vocational, and higher education. The Commission's database maintains information on public institutions of higher education, but does not include independent institutions, the technical-vocational institutions, and complete files on other public institutions. Additionally, exchange of information between the State Department of Education and the Commission needs to be improved to acquire a system view of education in the state.

RECOMMENDATIONS

1. The Commission and the State Board of Education should establish a coordinated database and ways to exchange information to improve strategic planning for all levels of education.
2. The Commission should require all postsecondary institutions operating in the state to submit information to the database. (Private institutions would submit only basic enrollment and completion data for planning purposes.)
3. The Commission should develop an admissions file as part of the database to provide information on students applying to institutions of higher education. The admissions data file could also be used to provide information to the State Department of Education regarding the admission of high school graduates to the state's institutions of higher education.
4. The Commission, in collaboration with institutions of higher education, should develop an enrollment projection model to assist in long-range planning.
5. The Commission should coordinate its database with the New Mexico Educational Assistance Foundation to assist in research and planning studies on student financial aid.
6. When possible, the Commission should use sampling techniques for special studies to reduce the need for data submissions by the institutions.
7. The data system should accommodate the requirements of the statewide accountability program to enable its fullest possible use in system-wide planning.

POLICY #32
COMMISSION ON HIGHER EDUCATION STAFF AND BUDGET

The Commission firmly believes that policy makers within the executive and legislative branches of state government, as well as within higher education institutions and the Commission itself, will require more sophisticated information to make informed decisions regarding critical education issues. This plan contains recommendations which, if implemented, will require greater staff resources at the Commission. The ability of the Commission to respond to these demands is limited by the current number of authorized employees and the level of funding appropriated for the administration of the agency.

RECOMMENDATIONS

The Commission should request additional funding for the following purposes:

1. Enhancement of the Commission's internal capacity for data collection, analysis, and research;
2. Enhancement of the capability for ongoing planning and program review activities;
3. Improved capability for proprietary education over-sight;
4. Support for consortia which are proposed to work on higher education priorities; and,
5. Support for on-going funding formula review and development.

PHASE II PLANNING

As the Commission developed this strategic plan, several issues were identified as needing more attention than could be given during the time available for the preparation of the plan. These issues will be addressed by the Commission during the next year as a continuation of the long-range planning process.

Issues needing additional attention include:

1. Research and Public Service Projects

   The Commission on Higher Education has program oversight and budget approval authority for approximately 35 research and public service projects. The programs are highly significant to the state and are deserving of careful review and analysis. The Commission procedures for oversight of the projects should be reviewed to ensure adequate financial control, adequate funding recommendations, and support for necessary changes and enhancements.

2. Proprietary education

   Private for-profit schools are a rapidly growing phenomenon in higher education in New Mexico and the United States. These institutions are deserving of careful analysis, particularly as they relate to statewide planning for higher education. State responsibilities in oversight, including quality control, must be determined.

3. Relations with Boards of Regents

   The members of the boards of regents have the direct constitutional authority and responsibility to control and manage the institutions of higher education in New Mexico. Two-year institutions are generally under the control of locally elected board members. Efforts to improve higher education will not be successful without their full cooperation and participation. However, too often the regents and board members must make decisions without full information about the actions being contemplated or taken by other higher education boards in the state. Better communication and coordination between the boards is essential to educational improvement in New Mexico.

   The Commission has statutory responsibility to provide training to members of boards of regents. The Commission and the regents should design a training program which meets the needs of the various boards and which fosters improved communication between institutions and between institutions and the Commission.

   The Commission should work with the regents to develop a permanent method to insure open communication. A regent's advisory group, or other system, should be developed to assure cooperation, understanding, and mutual support. A similar system for two-year governing boards should be developed.

GLOSSARY

Advisement	Academic advisement; a process in which faculty and others give students information and assistance in curricular matters, e.g., instructional programs, course requirements, course placement evaluation, scheduling, grades, and other academic policies and procedures.
AFDC	Aid to Families with Dependent Children
Articulation	The process of facilitating the movement of individuals within and among institutions. Three major issues within articulation in higher education are (1) linkages between K through 12 and postsecondary education, (2) articulation of programs and transfer of credits between and among colleges and universities, and (3) articulation of nontraditional students at the postsecondary level.
At-risk students	Students whose probability of participation and retention in secondary and postsecondary education are reduced by the economic and social conditions of their lives.
Categorical funds	Funds provided directly to an institution in addition to the base funding of the funding formula to meet identified state needs, build institutional capacity, or to promote quality in particular programs.
Centers of technical excellence	Research centers established directly by the legislature in technical fields of particular expertise in New Mexico's higher education institutions.
Comprehensive institutions	One of New Mexico's three non-doctoral universities; New Mexico Highlands University, Eastern New Mexico University, and Western New Mexico University.
Consortium	A network of institutions with common needs and objectives that work together in order to function more efficiently and effectively.
Coordinating	An institution that provides support institution to a consortium whose governance has been established by participating institutions.
Counseling	Personal counseling related to interests, skills and abilities; career awareness, exploration, and choice; job placement; and special student services.
Cumulative comprehensiveness	The idea that the resources of the individual higher education institutions together should meet the needs of the state in a comprehensive manner.
Developmental Studies	Programs designed specifically for students who fail to meet standards in reading, writing, computation, or other skills deemed essential for success in college-level work at any given institution.
Free-standing	An institution governed directly by its own appointed or locally elected board.
GED	General Education Development examination; a high school equivalency diploma.
General	A budget category that includes expenditures for academic support, student services, institutional support, and physical plant operations and maintenance.
Instruction	A budget category that includes expenditures for institutional activities whose outputs are primarily eligible for credit in meeting specified formal curricular requirements leading toward a particular postsecondary degree or certificate granted by the institution.
ITV	Instructional television
Lead Institution	A two-year institution designated by the Commission to provide exclusively certain highly specialized technical education programs.

GLOSSARY

Majority/Minority state	A term used to refer to states in which changing demographic trends have resulted in traditional minority groups now comprising a majority of the state's population.
Mission	An institutional statement that describes fundamental purposes and indicates the direction the institution is taking in its development.
NMSIG	New Mexico Student Incentive Grant Program
"Opportunity University"	A self-defined term used primarily by New Mexico's regional institutions that perceive themselves particularly attractive to students wishing to improve their economic status or who are the first in their families to attend college.
Outcomes	Student learning outcomes; changed behavior; new or additional capacities or abilities.
Peer institutions	A group of institutions selected for comparability based on preselected criteria; such as mission, role, instructional and general budgets, enrollments, faculty size, instructional program breadth, and degrees awarded.
Regional university	One of three four-year comprehensive institutions established primarily to serve the residents of specific areas of the state: New Mexico Highlands University, Eastern New Mexico University, and Western New Mexico University.
Research institution	One of New Mexico's three researchinstitutions: The University of New Mexico, New Mexico State University, and New Mexico Institute of Mining and Technology (Tech).
Role	Defines what an institution does and distinguishes it from other colleges and universities according to level and range of program offerings, research activity, and selectivity in admissions.
STAR	System Tracking of Aid Recipients file.
Strategic planning	A process that includes establishing long-term goals and priorities, policy preferences, and detailed plans for accomplishing goals.
Technology	A system to ensure that the research and transfer development based on the higher education institutions, national laboratories, and national databases can be made available to the business community for spin-off businesses, products, and services.
Tenure density	The percentage of an institution's teaching faculty that holds permanent employment status.
Two-plus-two program	A closely coordinated four-year (grades eleven through fourteen) liberal-technical education program targeted to the middle quartiles of the typical high school student body in terms of academic talent and interest and to the mid-range of occupations requiring some beyond-high-school education and training but not necessarily a baccalaureate degree.
Under-represented group	Any group, especially gender and ethnic groups whose participation rate as students, faculty group members, or administrators is lower than that group's representation in the general population.
WICHE	Western Interstate Commission on Higher Education; established to promote cooperative arrangements to provide access for residents of member states to particular instructional programs not offered within their state at reduced tuition rates.
Yield control	A statutory provision enacted to limit the amount by which mill levy taxes may increase due to re-evaluation of tax assessments.

ERIC Clearinghouse for
Junior Colleges

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